

TRAFFICKING IN PERSONS REPORT

JULY 2015

DEPARTMENT OF STATE
UNITED STATES OF AMERICA





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DEAR READER:

Trafficking in persons is an insult to human dignity and an assault on freedom. Whether we are talking about the sale of women and children by terrorists in the Middle East, the sex trafficking of girls lured from their homes in Central Europe, the exploitation of farm workers in North America, or the enslavement of fishermen in Southeast Asia, the victims of this crime each have a name. And they each have been robbed of their most basic human rights.

The fight against modern slavery matters deeply to me. When I was a prosecutor outside of Boston in the 1970s, I worked to put people behind bars for rape and sexual assault. We were one of the very first jurisdictions in America to set up a witness protection program so that people weren't twice victimized—once by the crime and once for daring to tell the truth.

My time as a prosecutor brought home to me the simple lesson that justice is not simply a matter of having the right laws on the books; we have to back those words with resources, strategies, and actions that produce the right results. As Secretary of State, I am proud that the United States is using the tools at our disposal to deter, expose, apprehend, and prosecute those who seek to profit by trafficking in their fellow human beings.

Modern slavery doesn't exist in a vacuum. It's connected to a host of 21st century challenges, including the persistence of extreme poverty, discrimination against women and minorities, corruption and other failures of governance, the abuse of social media, and the power and reach of transnational organized crime. That is why the United States is working with our international partners at every level to attack the root causes of trafficking, warn potential victims, put perpetrators behind bars, and empower survivors as they rebuild their lives.

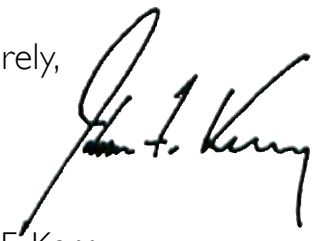
One thing is clear: No nation can end modern slavery alone. Eliminating this global scourge requires a global solution. It also cannot be solved by governments alone. The private sector, academic institutions, civil society, the legal community, and consumers can all help to address the factors that allow human trafficking to flourish. But governments have a special responsibility to enforce the rule of law, share information, invest in judicial resources, and espouse policies

that urge respect for the rights and dignity of every human being. Human trafficking is not a problem to be managed; it is a crime to be stopped.

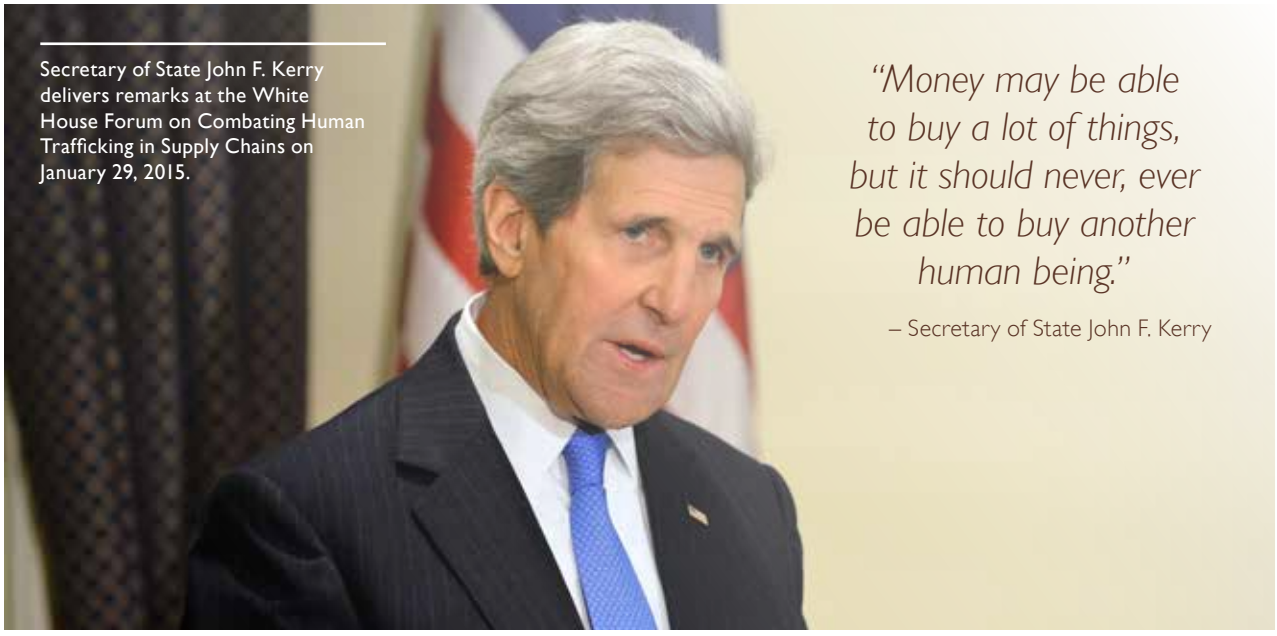
This year's *Report* places a special emphasis on human trafficking in the global marketplace. It highlights the hidden risks that workers may encounter when seeking employment and the steps that governments and businesses can take to prevent trafficking, including a demand for transparency in global supply chains.

The bottom line is that this is no time for complacency. Right now, across the globe, victims of human trafficking are daring to imagine the possibility of escape, the chance for a life without fear, and the opportunity to earn a living wage. I echo the words of President Obama and say to them: We hear you, and we will do all we can to make that dream come true. In recent decades, we have learned a great deal about how to break up human trafficking networks and help victims recover in safety and dignity. In years to come, we will apply those lessons relentlessly, and we will not rest until modern slavery is ended.

Sincerely,



John F. Kerry



Secretary of State John F. Kerry delivers remarks at the White House Forum on Combating Human Trafficking in Supply Chains on January 29, 2015.

"Money may be able to buy a lot of things, but it should never, ever be able to buy another human being."

– Secretary of State John F. Kerry


RAIDERS



Fisherman raise their hands when asked who among them would like to go home, after their release was secured from a situation of forced labor on a fishing vessel.

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



"Every girl is sacred. Every girl deserves dignity. Every girl needs to dream. And no girl should ever be sold."

– An inspiring message supports and encourages girls in a Cambodian shelter

The Government of North Korea sends citizens to work abroad through bilateral agreements with foreign governments. Some workers are subjected to forced labor, prohibited from changing jobs, and denied a large portion of their earnings.

WHAT IS TRAFFICKING IN PERSONS?

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

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

THE FACE OF MODERN SLAVERY

SEX TRAFFICKING

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

CHILD SEX TRAFFICKING

When a child (under 18 years of age) is recruited, enticed, harbored, transported, provided, obtained, or maintained to perform a commercial sex act, proving force, fraud, or coercion is not necessary for the offense to be characterized as human trafficking. There are no exceptions to this rule: no cultural or socioeconomic rationalizations alter the fact that children who are prostituted are trafficking victims. The use of children in the commercial sex trade is prohibited under U.S. law and by statute in most countries around the world. Sex trafficking has devastating consequences for children, including long-lasting physical and psychological trauma, disease (including HIV/AIDS), drug addiction, unwanted pregnancy, malnutrition, social ostracism, and even death.

VICTIM STORIES

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

** On May 29, 2015, section 103(10) of the TVPA defining "sex trafficking" was amended by section 108 of the Justice for Victims of Trafficking Act (Pub. L. 114-22). Section 108 also changed the TVPA definition of "severe forms of trafficking in persons," which includes a reference to the term "sex trafficking." Because this* Report *covers government efforts undertaken from April 1, 2014 through March 31, 2015, this amendment is not reflected in this* Report.

FORCED LABOR

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

NEPAL | QATAR

With the help of a labor broker, 16-year-old Iok left Nepal for a job in Qatar. He was too young to legally migrate for work, but the broker who recruited him obtained a fake passport so Iok would appear to be 20 years old. The broker charged Iok an illegally high recruitment fee, so he left with a large debt that he had agreed to pay back at a 36 percent interest rate. Two months later, Iok died of cardiac arrest while working in harsh conditions. Migrant workers in parts of the Gulf, including Qatar, have complained of excessive work hours with little to no pay in scorching heat. Many workers also allege their housing complexes are overcrowded and have poor sanitation. Iok's parents received no money for his two months' work.

BONDED LABOR OR DEBT BONDAGE

One form of coercion is the use of a bond or debt. Some workers inherit debt; for example, in South Asia it is estimated that there are millions of trafficking victims working to pay off their ancestors' debts. Others fall victim to traffickers or recruiters who unlawfully exploit an initial debt assumed, wittingly or unwittingly, as a term of employment. Debts taken on by migrant laborers in their countries of origin, often with the involvement of labor agencies and employers in the destination country, can also contribute to a situation of debt bondage. Such circumstances may occur in the context of employment-based temporary work programs in which a worker's legal status in the destination country is tied to the employer and workers fear seeking redress.

DOMESTIC SERVITUDE

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

FORCED CHILD LABOR

Although children may legally engage in certain forms of work, children can also be found in slavery or slavery-like situations. Some indicators of forced labor of a child include situations in which the child appears to be in the custody of a non-family member who requires the child to perform work that financially benefits someone outside the child's family and does not offer the child the option of leaving. Anti-trafficking responses should supplement, not replace, traditional actions against child labor, such as remediation and education. When children are enslaved, their abusers should not escape criminal punishment through weaker administrative responses to such abusive child labor practices.

UNLAWFUL RECRUITMENT AND USE OF CHILD SOLDIERS

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

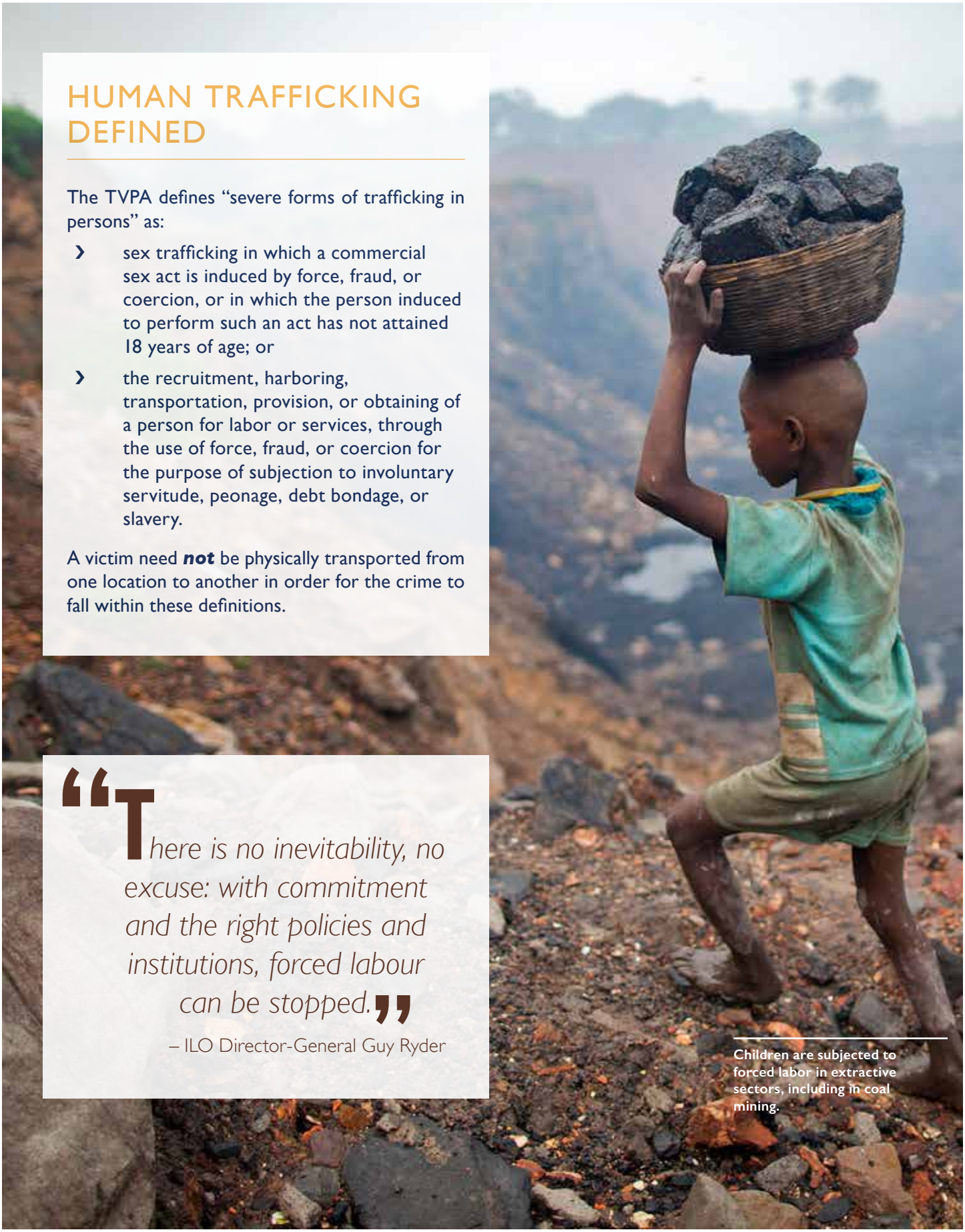
HUMAN TRAFFICKING DEFINED

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

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

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

> *"There is no inevitability, no excuse: with commitment and the right policies and institutions, forced labour can be stopped."*
>
> – ILO Director-General Guy Ryder



Children are subjected to forced labor in extractive sectors, including in coal mining.

DECLARATION OF RELIGIOUS LEADERS AGAINST MODERN SLAVERY

Religious leaders have long played a vital role in combating human trafficking. On December 2, 2014, leaders representing Anglican, Buddhist, Catholic, Hindu, Jewish, Orthodox, and Islamic faiths met for the first time in history to sign a declaration pledging to end modern slavery and calling for action against it as a moral imperative.

These leaders urged their followers to work to find ways to end human trafficking. Each religious authority gave a statement urging the world to support this effort, including Hindu leader Mata Amritanandamayi, who said, "if we fail to do something, it will be a travesty against future generations."

We, the undersigned, are gathered here today for a historic initiative to inspire spiritual and practical action by all global faiths and people of good will everywhere to eradicate modern slavery across the world by 2020 and for all time.

In the eyes of God, each human being is a free person, whether girl, boy, woman or man, and is destined to exist for the good of all in equality and fraternity. Modern slavery, in terms of human trafficking, forced labour and prostitution, organ trafficking, and any relationship that fails to respect the fundamental conviction that all people are equal and have the same freedom and dignity, is a crime against humanity.***

We pledge ourselves here today to do all in our power, within our faith communities and beyond, to work together for the freedom of all those who are enslaved and trafficked so that their future may be restored. Today we have the opportunity, awareness, wisdom, innovation and technology to achieve this human and moral imperative.

His Grace Most Reverend and Right Honourable Justin Welby, Archbishop of Canterbury

Venerable Bhikkhuni Thich Nu Chan Khong (representing Zen Master Thích Nhât Hanh)

The Most Venerable Datuk K. Sri Dhammaratana, Chief High Priest of Malaysia

His Holiness Pope Francis

Her Holiness Mata Amritanandamayi (Amma)

Dr. Abbas Abdalla Abbas Soliman, Undersecretary of State of Al Azhar Alsharif (representing Mohamed Ahmed El-Tayeb, Grand Imam of Al-Azhar)

Grand Ayatollah Mohammad Taqi al-Modarresi

Sheikh Naziyah Razzaq Jaafar, Special advisor (representing Grand Ayatollah Sheikh Basheer Hussain al Najafi)

Sheikh Omar Abboud

Rabbi Dr. Abraham Skorka

Rabbi Dr. David Rosen

His Eminence Metropolitan Emmanuel of France (representing His All-Holiness Ecumenical Patriarch Bartholomew)

**The Grand Imam of Al Azhar uses the word "religions."*
***The term "crime against humanity" has a particular legal meaning that the U.S. Department of State does not view as being implicated here.*



Religious leaders from around the world met at the Vatican on December 2, 2104, to sign the historic Declaration of Religious Leaders against Modern Slavery.

THE 15TH ANNIVERSARY OF THE PALERMO PROTOCOL

This year marks the 15th anniversary of the adoption of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (Palermo Protocol). The impact of the Palermo Protocol has been remarkable—today, 166 countries have become a party to the Protocol. Many countries have implemented the "3P" paradigm of prosecuting traffickers, protecting victims, and preventing the crime through the passage and implementation of national anti-trafficking laws. Countries continue to update their legal framework to better address this crime. In 2014, Haiti enacted the Law to Combat Trafficking in Persons. Burundi also enacted its first anti-trafficking law in 2014. In March 2015, the United Kingdom enacted the Modern Slavery Act to refine the country's legal framework.

While the promulgation of anti-trafficking criminal laws points to increased commitment to address the crime, challenges in fully implementing the promise of Palermo remain. In an effort to monitor implementation of the Palermo Protocol, the United Nations in 2004 established a special rapporteur on trafficking in persons, especially women and children, who conducts fact-finding missions to study human trafficking conditions and provide recommendations on ways to better address the problem. Over the past two years, the special rapporteur has visited Malaysia, Morocco, Italy, the Bahamas, Belize, and Seychelles.

In 2009, the Conference of Parties to the UN Convention against Transnational Organized Crime (UNTOC) convened a working group on trafficking in persons to facilitate implementation of the Palermo Protocol and make recommendations to States parties. The working group has met five times and recommended governments involve civil society as partners in anti-trafficking efforts; consider investigating suspected traffickers using a wide range of tools including tax and labor law; and consider using administrative tools and regulations to combat the crime. The working group will meet again in November 2015 to continue discussion of the implementation of the Palermo Protocol and make further recommendations. While 2015 is a milestone, particularly in the near universal adoption of the Protocol, significantly more must be done in the next decade and beyond to fulfill its mandate.

SIERRA LEONE | KUWAIT

Thema paid approximately $1,480 to Sierra Leonean recruiters who promised her a nursing job or hotel work in Kuwait. Upon her arrival in Kuwait, however, Thema was instead forced to work as a domestic worker for a private Kuwaiti family. Thema worked all day, every day without compensation. Her employers forbade her from leaving the house or from using a cell phone. The family eventually returned Thema to her recruiter, taking advantage of a guarantee allowing them to obtain a refund for domestic workers they are not happy with. She ran away from the recruiter to the Sierra Leonean Embassy and was placed in a Kuwaiti government-run shelter with approximately 300 other former domestic workers. Thema likely faces the same fate as other trafficking victims in Kuwait who run away from private homes—the cancellation of her residence permit and deportation.



In 2014, *The New York Times* reported about Pavitra, a domestic worker who had migrated to Oman, where she was jailed for five months after being raped by her employer's husband and becoming pregnant. She was never paid for the eight months she had worked. In many countries, it is difficult for police to detect abuse, nonpayment of wages, and other trafficking indicators for workers in private residences.

"From the ground to the top we need to create network[s]. From governments, legal, medical, social institutions, businesses to schools, local communities, individuals. We have to involve all. Traffickers are extremely well connected. We need to be, too."

– Jana, survivor of sex trafficking, in her address to the UN Human Rights Council



Migrant workers from South and Central Asia flock to the Gulf for construction work. Some labor brokers charge workers recruitment fees, which are often difficult to repay and can facilitate debt bondage.

PREVENTING HUMAN TRAFFICKING IN GLOBAL SUPPLY CHAINS

Efforts to combat human trafficking around the world have advanced steadily over the past 15 years, since the adoption of the Palermo Protocol and the passage of the TVPA in 2000. Scores of countries have expanded implementation of the "3P" paradigm enshrined in these instruments, as governments investigate and **prosecute** trafficking cases, provide **protection** and services to victims, and put improved measures in place to **prevent** the crime from happening in the first place. Progress over this period of time has been nothing short of profound.

Yet, while the fight against human trafficking intensifies, millions of people continue to toil in compelled service, exploited for the enrichment of others in virtually every country in the world.

As the International Labour Organization (ILO) estimated in 2014, forced labor in the private economy reaps some $150 billion in illicit profits each year; most instances of what the *Trafficking in Persons Report* refers to as human trafficking are covered by ILO's definition of forced labor. These billions flood the formal marketplace, corrupt the global economy, and taint purchases made by unwitting consumers. Long and complex supply chains that cross multiple borders and rely on an array of subcontractors impede traceability and make it challenging to verify that the goods and services bought and sold every day are untouched by modern-day slaves.

This means consumers of goods and services may be connected to human trafficking more closely than they imagine—connected, however indirectly, to the man in the Amazon compelled to mine for gold and to the woman forced into prostitution in that same mining camp; linked to the construction worker in the Gulf who is unable to leave an exploitative situation and to the woman in Indonesia who accepts a job as a caregiver and is instead made to work in a brothel; tied to the child in West African cocoa fields who is compelled to work instead of going to school; and to the Native American teenager who runs away from home and ends up a victim of sex trafficking near the oil fields in North America.

Governments, the private sector, and individuals can all make a difference when it comes to addressing human trafficking in supply chains. Each has the unique ability to leverage economic power to influence existing markets, and create new ones, where workers can enjoy decent work and human dignity, and are free from coercion and the exploitation associated with human trafficking.

THE RISK OF HUMAN TRAFFICKING IN SUPPLY CHAINS

Human trafficking has no boundaries and respects no laws. It exists in formal and informal labor markets of both lawful and illicit industries, affecting skilled and unskilled workers from a spectrum of educational backgrounds. Victims include adults and children, foreign nationals and citizens, those who travel far—whether through legal or illegal channels—only to be subjected to exploitation, and those who have been exploited without ever leaving their hometowns.

The fluid nature of the crime means traffickers can target vulnerable workers anywhere to fill labor shortages everywhere along a supply chain. In the electronics sector, for example, human trafficking may exist in the extractive stages (mining for raw material), in the component manufacturing stage (where separate pieces are produced or combined), and in the production stage (where a good is assembled and packaged in a factory).

Risks are present in the service sector, as well as in the production of goods. The sheets in a hotel may be made with cotton harvested by forced labor, the housekeeper cleaning the room may be exploited in labor trafficking, and the room itself may be used as a temporary brothel by sex traffickers. The international community must both understand the supply chains of the products used to provide a service (hotel sheets, airplane parts, medical equipment) and also examine the risks to those workers who provide them (house cleaners, caregivers, dishwashers).



In Pakistan, children as young as 5 years old are sold or kidnapped for forced labor in brick kilns. Some kiln owners hold government positions and use their power to facilitate illegal activities.



Debt bondage, which has been reported in the agricultural sector in South Asia, can cripple entire families; if an exploited elder cannot repay an initial debt, it can be inherited by his descendants.

Although human trafficking is found in many trades, the risk is more pronounced in industries that rely upon low-skilled or unskilled labor. This includes jobs that are dirty, dangerous, and difficult—those that are typically low-paying and undervalued by society and are often filled by socially marginalized groups including migrants, people with disabilities, or minorities.

Risks may also be higher in industries of a seasonal nature or where the turn-around time for production is extremely short. In these industries, the demand for labor increases drastically at the time of harvest or when a new product—be it a smartphone or a roadway—must be manufactured within a strict timeframe. For example, East and South Asian migrant workers in the garment sector are vulnerable to forced labor and labor exploitation, including long working hours and forced overtime, especially during periods of high consumer demand.

The urgency to hire employees can also result in a dependence on labor recruiters and their agents, which in turn creates layers of separation between the employer and the worker. This disconnect means that employers can be unaware of bad practices related to hiring within their operations, leaving workers exposed to exploitation.

Finally, in industries where fierce competition leads to constant downward pressure on prices, some employers respond by taking cost-cutting measures to survive commercially, from reducing wages or ignoring safety protocols, to holding workers in compelled service through debt bondage or the retention of identity documents.

> *"As we grow, we have to do it responsibly, and stay true to our values and uphold basic standards and rule of law. We have to keep striving to protect the rights of our workers; to make sure that our supply chains are sourced responsibly."*
>
> - President Barack Obama

LABOR RECRUITMENT IN GLOBAL MARKETS

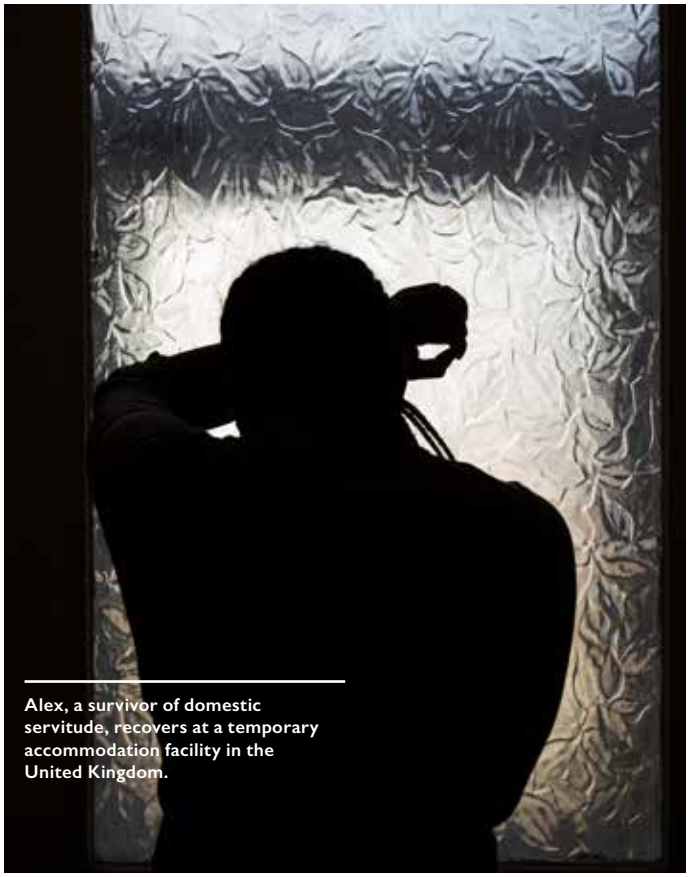
Practices that lead to human trafficking often occur in the recruitment process before employment begins, whether through misrepresentation of contract terms, the imposition of recruitment fees, the confiscation of identity documents, or a combination of these. The involvement of intermediaries (for example, labor brokers, middlemen, employment agencies, or recruiters) creates additional layers in the supply chain and positions these individuals to either assist or exploit.

Labor brokers function as a bridge between worker and employer and can provide helpful guidance and assistance in matching workers with jobs and arranging visas and documentation, medical checkups, pre-departure orientation, training, and travel. In many cases, labor brokers are both legitimate and important to connect readily available laborers to employers in need of a workforce. A worker's dependence on intermediaries, however, can also increase their risk of being subjected to trafficking. Recruiters sometimes promise individuals a high-paying job, good benefits, and reasonable working conditions to induce them into taking employment. Thereafter, when the nature or location of the job is not as promised, workers may find themselves in situations they cannot leave, either because they are held against their will or because they are indebted to their recruiters.

It is possible to identify areas of increased vulnerability in supply chains, including fraudulent practices in the recruitment process. Indicators of such recruitment typically include deception about job terms, living conditions, location, legal status, and wages, or more forceful methods such as document confiscation, debt bondage, isolation, or violence. Fraudulent recruitment practices can lead to exploitation at the place of employment, as an unsuspecting worker may endure excessive hours, poor living conditions, and wage theft. When workers are put or held in such situations through the use of force, fraud, or coercion, it constitutes human trafficking.

DEBT

Debt manipulation is one of the main methods by which workers can be exploited. Workers often borrow large sums of money to cover the costs of recruitment or "job placement" fees that can run anywhere from several hundred to tens of thousands of dollars. Workers may borrow money from family and friends, or mortgage their homes or ancestral lands believing they can easily repay their debts upon employment. These costs, which may also be combined with excessive or arbitrary interest rates, mean workers spend a period of time—sometimes years—working for very little or no wages to repay what they owe. For example, one report tells



Alex, a survivor of domestic servitude, recovers at a temporary accommodation facility in the United Kingdom.



Thai men and women in Israel's agricultural sector have endured abuses such as illegally low wages, excessive hours, and difficulty switching employers, conditions indicative of forced labor.

"After responding to an advertisement for a job in a Chicago hotel, I checked the legal documents, paid a recruiter fee, accepted the position and flew to New York City. I entered the United States lawfully on a nonimmigrant visa arranged through the 'recruiting organization' that brought me here. I was picked up at the airport, along with five other women, by men we all believed were affiliated with our recruiter. Shortly thereafter, however, our passports were forcibly removed, our lives were threatened and the situation became clear: we were being trafficked into the sex trade.

. . .

Labor recruiters and contractors are directly involved in the trafficking and exploitation of workers around the world, including men, women and children who enter the United States lawfully. These criminal recruiters make false promises about jobs and charge workers high recruitment fees that force workers to stay in abusive or exploitative working conditions under debt bondage."

– Shandra Woworuntu, survivor of sex trafficking and Founder, Mentari, a non-profit organization dedicated to providing human trafficking survivors with mentorship and job training



A 12-year-old girl checks her make-up. Traffickers have been known to make child sex trafficking victims wear make-up and clothes—and even ingest drugs—to appear older.

of a Nepalese man who took a loan at a 36 percent interest rate and leveraged his family land to pay a recruitment agent $1,500 for a job abroad. After 14 months of a three-year contract, the man still was not able to save any money because he was being paid far less than what had been promised to him. He reported that he would have liked to return to Nepal, but would have had to pay a large fine to break his contract and purchase his own return flight. He then would have had no means of repaying the loan.

At other times, employers withhold pay until the work is complete, meaning workers must forfeit the entirety of their wages if they leave prior to the end of the contract. Workers may endure abusive conditions for fear of losing their job and wages and defaulting on their debts. In many cases, unpaid debts result in threats to family members or loss of family property, adding further pressure for workers to stay in servitude.

Some employers require their employees to buy food and supplies from "company stores" where high prices, coupled with low wages, continue to drive workers further into debt. In Mexico, laborers sometimes live and work on farms enclosed by fences with barbed wire, where they must buy necessities, including food, from the company store at inflated prices. They are only paid at the end of the months-long season, and many workers report that at the end of the harvest they return home owing money.

CONTRACT FRAUD OR SWITCHING

When a labor recruiter changes the terms and conditions of employment after a worker has invested in the recruitment process—or transfers the worker to another labor recruiter who feels neither legally nor ethically bound to the original contract—an individual's vulnerability to forced labor increases dramatically. Contract fraud occurs when a worker enters into an agreement with a labor broker, either orally or in writing, and finds upon arrival that the conditions of employment have materially changed.

Not all workers sign contracts, and many of those who do are either illiterate or sign them in a language they are unable to read. Even when workers can read the contract and willingly sign it, they may be forced to sign a different and less protective contract once they arrive on location—the penalty for not doing so being the loss of the job and being stranded without the means to get home. When contract switching occurs, workers may find that the job they end up with differs substantially from the job offered. It may include longer hours, offer lower wages, and even be in a different industry or country. In some cases, the proposed job never existed at all.

PAKISTAN | SOMALIA

Ali and 19 other Pakistani men responded to a newspaper advertisement seeking fishermen to work in Saudi Arabia. Many of the men accepted the recruiters' promises. Others questioned the odd visa and recruitment process, but the recruiters assured them the official paperwork would be completed during a stop in Dubai. Once in Dubai, however, the recruiters confiscated the workers' passports and flew them to Somalia, where they were forced to work long, grueling hours, without pay, for a Somalian fishing company. One Saturday, the men found a way to call their families and a human rights NGO from a local mosque. Their boss entered the mosque, beat them, and confiscated their cell phones. Fortunately, the workers hid one phone and used it to organize a rescue mission through the NGO. Twelve of the men were able to return home.

DOCUMENT CONFISCATION AND ABUSE OF THE LEGAL PROCESS

Although human trafficking does not always involve migration, traffickers exploit the vulnerability of migrants who take risks to find work. In fact, migrants can be quite susceptible to human trafficking. Individuals leave their homes in search of work for a variety of reasons—fleeing poverty and unemployment, criminal violence, armed conflict, or natural disasters—and travel to other regions or countries where language barriers, their immigration status, physical and cultural isolation, and financial burdens can make them vulnerable. Some migrants may agree to pay a smuggler to cross into another country to obtain work, only to find that similarly exploitative circumstances await them once they arrive—whether at their original destination or someplace altogether different. Thus, migrant smuggling (a crime involving transportation and the deliberate evasion of immigration laws) can turn into human trafficking, a crime of exploitation.

Many migrant workers have their identity or travel documents confiscated by a labor broker, sponsor, or employer. Identity documents, in addition to being a necessity for freedom of movement, are particularly important for accessing assistance, healthcare, and other important services. Document confiscation is a key practice used by traffickers as the employer gains significant control over the movement of the worker, and may prevent a worker from leaving an abusive situation, reporting abuse, or seeking employment elsewhere.

Traffickers may also use the threat of the legal process to hold workers in compelled service. Visa sponsorship systems, like the *kafala* system in effect in many countries in the Middle East, tie the issuance of employment visas to one employer or sponsor. If a worker intends to continue working, he is tied to that sponsor and has few options for challenging abusive practices. The fear of arrest or deportation is often enough to prevent a worker from leaving an exploitative situation or reporting abuse to authorities.

ILO estimates there are 232 million migrant workers globally, and that this number will continue to grow. A lack of both cooperation among source and destination countries and effective public or private standards on labor migration create a space where recruiters, labor brokers, and employers can abuse migrants without consequence. The demand for cheap labor and weak rule of law, coupled with high unemployment in developing countries, fosters the phenomenon of trafficking in persons. These factors are compounded where corrupt officials facilitate irregular migration by accepting bribes or false documentation.



Reports indicate increasing numbers of univeristy and high school students are using social media to recruit their fellow students—some younger than 18 years old—into situations of sex trafficking.

> *"To the men who buy us, we are like meat. To everybody else in society, we simply do not exist."*
>
> – Kiya, survivor of human trafficking

THE CONNECTION TO SEX TRAFFICKING

When large populations of workers migrate for employment, especially to isolated locations, such as mining, logging, and agricultural camps, the incidence of sex trafficking in those areas may increase. Traffickers often advertise jobs for activities that are directly related to the primary industry, such as food service, mineral-sorting, or retail work in camp stores. Some individuals who take these jobs may instead find themselves the victims of sex trafficking. In the Democratic Republic of the Congo, for example, women who accepted jobs as waitresses in a bar near a mining camp in South Kivu province became trapped in debt bondage due to recruitment fees and medical expenses and were forced into prostitution to repay their debts.

Women may be forced into prostitution in the very regions and camps mentioned above where workers are in compelled service. Chinese companies operating in the Angolan construction sector recruit male Chinese workers, some of whom endure forced labor; these same operations also fraudulently recruit Chinese women who are later forced into prostitution.

NIGERIA | COTE D'IVOIRE

Natalie and Dara, eager to earn money and go to school, left Nigeria with the help of men who arranged their travel and convinced them good jobs awaited them in Cote d'Ivoire. Once there, Natalie and Dara were instead forced to have sex with men every night to pay back a $2,600 "travel debt." After two years of being subjected to sex trafficking, Natalie and Dara contacted a UN Police officer (who was in the area to investigate other suspected cases of human trafficking) and escaped. The United Nations Office on Drugs and Crime helped the girls return to Nigeria, where they participated in social service programs supported by regional NGOs. Their traffickers were convicted in 2014 and sentenced to five years' imprisonment and a $2,000 fine.

THE LINK BETWEEN EXTRACTIVE INDUSTRIES AND SEX TRAFFICKING

Extractive industries involve the removal of non-renewable raw materials such as oil, gas, metals, and minerals from the earth. Although communities can benefit from such industries by using these natural resources for sustainable development, their extraction has also "triggered violent conflicts, degraded the environment, worsened gender and other inequalities, displaced communities, and undermined democratic governance," according to the UN Development Program. Furthermore, mining, drilling, and quarrying activities often occur in relatively remote areas with minimal infrastructure and limited rule of law, leading to the development of makeshift communities, such as mining "boom towns," that are vulnerable to crime.

Forced labor in extractive industries has been well-documented; however, the link between these industries and sex trafficking is increasingly an issue of grave concern among governments and advocates alike. Bolivian and Peruvian girls are subjected to sex trafficking in mining areas in Peru, and women and girls are subjected to sex trafficking near gold mines in Suriname and Guyana. NGOs have reported continued commercial sexual exploitation of children related to mining sectors in Madagascar. In some areas, this exploitation involves organized crime. For example, in Colombia, NGOs report organized criminal groups control sex trafficking in some mining areas.

Any discovery of raw materials will necessarily lead to a large influx of workers and other individuals, some of whom will create a demand for the commercial sex industry. In Senegal, a gold rush resulted in rapid migration from across West Africa; some of these migrants are women and children exploited in sex trafficking. Likewise, in the oil industry, individuals are sometimes recruited with false promises of work opportunities, but instead are exploited in the sex trade. Service providers in areas near camps surrounding large-scale oil extraction facilities, such as the Bakken oil fields in North Dakota, report that sex traffickers are exploiting women in the area, including Native American women.

Sex trafficking related to extractive industries often occurs with impunity. Areas where extraction activities occur may be difficult to access and lack meaningful government presence. Information on victim identification and law enforcement efforts in mining areas can be difficult to obtain or verify. Convictions for sex trafficking related to the extractive industries were lacking in 2014, despite the widespread scope of the problem.



Some workers in Brazil's ranching, agricultural, and logging sectors are subjected to forced labor.

OVERCOMING HARMFUL CULTURAL NORMS

Cultural norms, practices, and traditions play an important role in defining a country or society. Unfortunately, some cultural norms are at times used or distorted to justify practices or crimes, including modern slavery, that exploit and harm others. A 14-year-old girl may be advertised for sex, an 11-year-old boy may be hired as a domestic worker, or a young transgender woman may be subjected to trafficking in a popular sex tourism destination. Such customs may also create significant challenges that impede efforts to combat sex and labor trafficking.

Harmful cultural norms drive inequality, poverty, and discrimination. Depending on the particular country or region, these norms can be used to support, hide, or attempt to justify human trafficking and other criminal schemes, undermining laws designed to protect children and adults. Acquiescence to corruption and lack of transparency can also facilitate human trafficking and make it difficult to detect and combat.

Cultural norms that perpetuate inequality and a cycle of violence against women are closely linked with sex and labor trafficking in all regions of the world, from North America to South Asia and the Pacific. Other practices common to many regions of the world can harm children, migrants, and domestic workers and help facilitate forced child labor or exploitation of migrant workers. Examples include minorities forced to beg and steal throughout Europe, children compelled through debt bondage and other means to work in hazardous conditions in South American and African mines, or workers exploited aboard fishing vessels at sea in East Asia. In addition to increasing the vulnerability of individuals, harmful cultural norms like these can hinder a government's efforts to prevent human trafficking and create an environment in which the crime either remains hidden or is socially accepted—or even facilitated—and, therefore, more difficult to address by law enforcement.

Steadily increasing efforts to combat human trafficking around the globe challenge certain cultural norms. The Palermo Protocol, which has been accepted by 166 States parties and does not allow for any cultural variations, requires the criminalization of all forms of trafficking in persons, as do newly enacted domestic anti-trafficking laws. Likewise, public awareness campaigns and other prevention efforts can also push some traditions to change. In the Middle East, small robots have replaced young boys as jockeys in the sport of camel racing, and in East Asia and the Pacific, some governments have begun to strengthen their responses to child sex tourism by increasing public awareness that it is a crime and denying entry to known foreign sex offenders. African societies are beginning to recognize child domestic servitude as a crime and an injustice to children who instead deserve an education and a supportive environment in which to live. Efforts to prosecute, protect, and prevent human trafficking should continue to hasten the decline of harmful practices that had been defended as culturally justified and thus used to embolden those willing to enslave others.



In Haiti, parents send their children to live with and work for an outside family who agrees to provide food, clothing, and shelter. Many families, however, exploit these children and subject them to domestic servitude and physical, sexual, and other types of abuse.

PREVENTING DOMESTIC SERVITUDE IN DIPLOMATIC HOUSEHOLDS

"[D]omestic servitude has been detected in many OSCE countries, and it is important that we continue to work with the diplomatic community to prevent it."

–Ambassador Madina Jarbussynova,
OSCE Special Representative and Coordinator for Combating Trafficking in Human Beings

Involuntary servitude of domestic workers in diplomatic households has been detected in the United States and in many other countries around the world. In 2014, OSCE released a handbook on preventing this form of human trafficking. The handbook is a useful reference tool designed for foreign ministry protocol departments and other relevant authorities and international partners to help regulate and oversee the employment of private domestic workers hired by diplomatic personnel. It informs officials about how to detect and respond to human trafficking, and protect the rights of domestic workers. The handbook highlights various preventive measures related to domestic servitude in the context of diplomatic immunity and presents several approaches to resolving disputes. It also provides examples of promising practices in addressing allegations of abuse that governments have adopted and put into practice. The handbook *How to prevent human trafficking for domestic servitude in diplomatic households and protect private domestic workers* is available on the OSCE website at www.osce.org/handbook/domesticservitude. The 2015 *Trafficking in Persons Report*, for the first time, assesses the efforts of governments to proactively train and provide guidance to their diplomatic personnel to prevent such abuses.



A shopping center in Singapore advertises maids who will work for low pay without a day off. Many of the more than 1.35 million foreign workers in Singapore are vulnerable to human trafficking, including debt bondage and involuntary servitude.



Some fraudulent brokers lure young women abroad with promises of safe jobs and an education, but instead force them into sex trafficking, domestic servitude, or menial labor.

NEW RESEARCH ON ABUSIVE RECRUITMENT PRACTICES AND HUMAN TRAFFICKING

UNODC AND ILO COLLABORATE ON GLOBAL RESEARCH*

In 2014, the International Labour Organization (ILO) and the UN Office on Drugs and Crime (UNODC) each began research on the abusive recruitment practices known to facilitate human trafficking and emerging responses to protect individuals, particularly migrant workers, from such abuses. ILO and UNODC released their global research in June 2015. This coordinated research included three stakeholder meetings and field surveys conducted in different countries and regions of the world.

Some of the reports' key findings and recommendations include:

1. Workers who have to borrow from third parties to cover recruitment fees and who suffer from fraudulent and abusive practices during their recruitment are at higher risk of coercion and debt bondage. As a result, they are more likely to accept exploitative working conditions, making them vulnerable to forced labor or compulsory service.
2. There is an emerging trend toward stronger regulation to prevent such abuses. Various national regulatory models, including under labor and criminal law, have emerged to strengthen the governance of internal and cross-border labor recruitment.
3. There is further need to strengthen compliance with national and international standards. Government authorities, workers' and employers' organizations, businesses, and civil society have a key role to play in promoting compliance with standards of fair recruitment.
4. At present, illegitimate or unethical recruiters are usually not being prosecuted under anti-trafficking laws in identified trafficking cases. Abusive and fraudulent recruitment practices often precede exploitation on the job site, making it difficult to prove that unscrupulous labor recruiters were part of the trafficking crime or that they knowingly recruited victims for the purpose of exploitation.
5. Stronger efforts are required to ensure that migrant workers who experienced abusive and fraudulent recruitment practices gain timely access to effective remedies at destination or in their country of origin. Such efforts would create positive incentives for workers to submit complaints and to collaborate with law enforcement authorities.
6. Coordination between labor inspectors and other law enforcement should be enhanced within and across countries to address gaps in enforcement.



Some Malian boys are forced to work in artisinal gold mines for unscrupulous employers or guardians who confiscate their earnings.

These reports are available on UNODC's and ILO's websites:

UNODC—*The Role of Recruitment Fees and Abusive and Fraudulent Recruitment Practices of Recruitment Agencies in Trafficking in Persons*

ILO—*Regulating labour recruitment to prevent human trafficking and to foster fair migration: Models, challenges and opportunities*

VERITÉ REPORT ON HUMAN TRAFFICKING IN FEDERAL AND CORPORATE SUPPLY CHAINS*

In a report released this year, the labor rights NGO Verité analyzes the risk of human trafficking in federal and corporate supply chains. The report examines a range of sector-specific risk factors, as well as social, economic, and political risk factors in countries of production or service delivery and in those that supply the labor. Eleven sectors were found to be the most likely to have a risk of human trafficking globally:

- Agriculture
- Construction
- Electronics
- Fishing and Aquaculture
- Forestry
- Healthcare
- Hospitality
- Housekeeping/Facilities Operation
- Mining and Basic Metal Production
- Textile and Apparel Manufacturing
- Transportation and Warehousing

The report will also include an in-depth examination of more than 40 of the world's most important primary commodities, analyzing global production and trade patterns, reports of forced labor and the incidence of child labor (an indicator of the risk of forced labor), and the structure of each commodity's supply chain. Many, if not most, of these commodities can be found in products used by consumers every day, all over the world.

- Bamboo
- Bananas
- Beans
- Brass
- Bricks
- Cattle
- Charcoal
- Citrus
- Coal
- Cocoa
- Coffee
- Coltan, Tungsten, Tin
- Copper
- Corn
- Cotton
- Diamonds
- Fish
- Flowers
- Gold
- Granite and Other Stone
- Gravel and Crushed Stone
- Jewels
- Leather
- Melons
- Nuts
- Palm Oil
- Pineapple
- Rice
- Rubber
- Salt
- Shrimp
- Silk
- Silver
- Steel
- Strawberries
- Sugar
- Sunflowers
- Tea
- Tobacco
- Tomatoes
- Wheat
- Wool
- Zinc

This report is available on Verité's website:

Verité—*Strengthening Protections Against Trafficking in Persons in Federal and Corporate Supply Chains*

** Each of these reports was funded by the Department of State.*



Children from Cote d'Ivoire and other West African countries are subjected to forced labor in Ivorian cocoa fields, which produce approximately 40% of the world's cocoa beans.



Due to lack of legal status, Syrian refugees and other displaced persons, both adults and children, are extremely vulnerable to human trafficking, including in Gulf countries.

THE ROLE OF GOVERNMENT

Government action is crucial in prosecuting trafficking cases, protecting victims, and preventing trafficking. By strengthening efforts in these areas, and by continuing to build partnerships with civil society and the private sector, governments are making serious strides in fighting modern slavery.

Governments can also play an important leadership role in combating human trafficking in supply chains. At home, governments can model and encourage multi-stakeholder dialogue and partnerships to bring together businesses and anti-trafficking experts to generate ideas and solutions and promote voluntary responsible business conduct initiatives. Governments should set clear expectations for businesses on human rights issues and adopt policies that promote greater transparency and better reporting on anti-trafficking efforts in supply chains. For example, in March, the United Kingdom enacted the Modern Slavery Act of 2015, which requires—among other things—commercial organizations with annual sales above a certain threshold to prepare annual statements outlining the steps they have taken to prevent human trafficking from occurring in their supply chain or in any part of their business.

Of course, governments have the responsibility to enforce labor laws, treat all workers fairly, including lawfully present and irregular migrants, and root out corruption—all factors that can help prevent trafficking. International cooperation to strengthen labor migration policies and manage the increasing flows of migrant labor is critical to reducing the number of people who fall prey to human traffickers. Better regulation of private labor recruiters can also help protect workers.

Further, governments can provide a model for the private sector by better monitoring their own supply chains, which look much like those of the private sector. Tiers of subcontractors, lack of transparency, and the sheer magnitude of expenditure all make it extremely difficult for governments to ensure that taxpayer money is not supporting the illicit business of human trafficking. Nevertheless, the massive spending by governments to procure goods and services each year gives them enormous influence and leverage in the marketplace to minimize the risks of human trafficking.



In October 2014, the A21 Campaign held its first annual Walk for Freedom, a global human trafficking awareness event in London that captured the attention of supporters worldwide.

UNITED KINGDOM | GREECE | ITALY

When she was 14 years old, Cara met Max while on vacation in Greece with her mother. She fell in love with him and, after only a few weeks, Max persuaded her to move in with him, rather than return to England. He soon broke his promise to take care of her and forced Cara to have sex with strangers. Max first convinced her that the money she made was helping to keep them together; he later threatened to kill her mother if she tried to stop. In time, Max gave Cara to another trafficker who forced her to send postcards to her mother depicting a happy life in Athens. Cara eventually suffered an emotional breakdown and, once hospitalized, was able to ask for help. Hospital staff contacted her mother, who had no knowledge of Cara's abuse. They returned to England, where Cara is rebuilding her life and aspires to help other trafficking victims.

Governments can, and often do, prohibit government employees and contractors from engaging directly in trafficking in persons. In addition, some governments have policies in place that require contractors and subcontractors to ensure that employees have not participated in those activities that can lead to trafficking: charging recruitment fees, engaging in contract switching, and confiscating or retaining identification documents. These prohibitions must be backed up with effective enforcement.



An international organization provides shelter, mental health and medical services, and reintegration assistance to trafficking survivors at its shelter in the Democratic Republic of the Congo.



IOM and the Ukrainian government created the exhibition "Invisible in Plain Sight" to raise awareness for human trafficking, featuring real-life accounts of Ukrainian trafficking victims inscribed on cutouts of the human body. It debuted in Kiev and is being exhibited around Ukraine.

BEYOND WITNESS TESTIMONY

Victim testimony can be crucial to human trafficking prosecutions, but recounting exploitation and directly confronting traffickers can be traumatizing, especially when traffickers threaten retaliation or psychologically manipulate victims to distrust authorities and avoid seeking assistance. In addition to protecting victim-witnesses from their traffickers, governments should ensure victims have access to comprehensive services, including medical and mental health care, legal services, and if desired by the victim, case management support throughout the criminal justice process. Such protections are key to minimizing the likelihood victims will be traumatized again during the investigation and prosecution of their accused traffickers.

Governments that embrace a victim-centered approach have adopted the following promising practices in witness protection:

CARE

- Provide an opportunity for victims to consider their options and make an informed decision about participating in criminal proceedings.
- Provide access to legal counsel for victims who wish to participate in the investigation and prosecution of their traffickers.
- Permit a professional, such as a social worker, legal advocate, or counselor, to accompany and support victims throughout investigations and prosecutions.
- Collaborate with civil society and NGOs to ensure victims receive comprehensive support services, including mental health care, if requested.
- Offer victims placement in non-restrictive shelters that provide care appropriate to age, gender, and special needs.
- Help victims secure safe, long-term accommodation.
- Conduct safety planning and extend protection to victims' relatives, if necessary.

For example, the Australian program Support for Trafficked People, administered through the Australian Red Cross, provides income support, safe accommodation, and legal assistance, among other services, to victims, irrespective of their willingness or ability to assist with the investigation and prosecution of their traffickers. After 45 days of support, those who choose to aid the prosecution are eligible for additional support, including long-term accommodation, income and employment assistance, and skills training. Victims who are willing but unable to assist the prosecution are also eligible for extended support.

In addition, countries party to the Council of Europe's Convention on Action against Trafficking in Human Beings must provide victims with a reflection period of at least 30 days to stabilize and carefully consider whether to participate in the prosecution of their traffickers. During this period, governments cannot make a decision to remove the victim from the country, nor can a previous removal decision be brought into effect.

CONFIDENTIALITY

- To the extent permissible by law, protect victims' identities and privacy.
- Allow victims to provide testimony in a manner that is less threatening, such as testimonies that are written or recorded, delivered *via* videoconference, or produced with audio or visual distortion.
- Provide a separate waiting area for victims, for example in court, to minimize interaction with the accused traffickers or their associates.

COMMUNICATION

- Explain to victims how their testimony will be delivered and to what extent their identity will be revealed, if at all, to the defendant and the public.
- Establish a point person to communicate in a language the victim understands and provide updates on the status of the case and information about available services.
- Inform and prepare victims on what to expect before testimony and court examinations, including realistic expectations in the sentencing phase.



Experts estimate millions of people are victims of sex trafficking in India. Some are exploited in brothels on Delhi's notorious Garstin Bastion or "GB" Road.

"I choose to believe that I went through all that I did, so that today I can help others. If I can educate one person or give hope to one victim of trafficking, then I am doing my job and everything I went through was worth it. I choose to be a victor not a victim—not just to survive, but to thrive. Today I tell my story whenever I can so I can help others."

– Barbara Amaya, survivor of sex trafficking, author, and advocate

NEW AT THE ILO: UPDATES TO THE FORCED LABOUR CONVENTION

On June 11, 2014, the tripartite constituency of the annual International Labour Conference (ILC) in Geneva comprised of governments, workers, and employers, voted overwhelmingly to adopt a protocol and recommendation to supplement the International Labour Organization (ILO) Convention concerning Forced or Compulsory Labour of 1930 (also known as the Forced Labour Convention or Convention 29).

PROTOCOL OF 2014 TO THE FORCED LABOUR CONVENTION

The new Protocol of 2014 (Protocol 29) updates the widely ratified Forced Labour Convention by addressing gaps in its implementation and reaffirming the obligation of States to take effective measures to prevent and eliminate forced labor in all its forms. It reaffirms the definition of forced labor contained in Convention 29 and provides concrete guidance to ratifying States on effective measures to prevent and eliminate all forms of forced labor. The legally binding Protocol 29 also complements other international instruments such as the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (2000) and mandates specifically that measures include actions against trafficking in persons. Protocol 29 is open to ratification by governments that have ratified the Forced Labour Convention and will enter into force one year after it has been ratified by two Member States of the ILO.

Obligations under Protocol 29 include:

- Developing comprehensive national policies and action plans for the effective and sustained suppression of forced labor;
- Providing victims with protection and effective access to remedies, such as compensation, irrespective of their presence or legal status in the territory;
- Sanctioning perpetrators;
- Strengthening and applying labor laws and policies to all sectors, as well as inspection services;
- Supporting due diligence by both the public and private sectors to prevent and respond to risks of forced labor; and
- International cooperation between and among States.

FORCED LABOUR RECOMMENDATION NO. 203

Also on June 11, 2014, the ILC adopted the Recommendation on supplementary measures for the effective suppression of forced labour (Recommendation 203), which provides detailed technical and practical guidance to States on the implementation of Protocol 29 in the areas of prevention, protection, and access to justice and remedies, such as compensation, enforcement, and international cooperation. This recommendation supplements both Protocol 29 and the Forced Labour Convention. As a non-binding instrument, Recommendation 203 is not open to ratification.

Provisions of Recommendation 203 include:

- Regulating labor recruiters and employment agencies, and eliminating recruitment fees charged to workers;
- Supporting the private sector to address the risks of forced labor in their own operations, as well as those of their suppliers;
- Immediate and long-term assistance for victims, taking into account the safety of the victims and their family members, and the protection of their privacy and identity, regardless of the victims' willingness to cooperate in criminal or other proceedings;
- A reflection and recovery period for foreign victims, as well as temporary or permanent residence permits and access to the labor markets, irrespective of their legal status; and
- International cooperation to prevent and address the use of forced labor by diplomatic personnel.



Poisonous dust inhalation, exposure to toxic chemicals, and mine collapses jeopardize the health and safety of children who work in Ghana's artisanal gold mines. Forced child labor has also been reported in this sector.

KAILASH SATYARTHI: RECIPIENT OF THE 2014 NOBEL PEACE PRIZE

"When you are living in a globalized economy and a globalized world, you cannot live in isolation, all the problems and solutions are interconnected, and so the problem of child labor in any part of the world is your problem."

-Kailash Satyarthi

The world was formally introduced to Mr. Kailash Satyarthi and his work fighting child labor when he was awarded the Nobel Peace Prize in 2014, together with child activist Malala Yousafzai, "for their struggle against the suppression of children and young people and for the right of all children to education." During his acceptance speech, he issued an impassioned call to action: "I refuse to accept that some children are born to live without human dignity." He further insisted, "[e]ach one of you has some moral responsibility. It cannot go on me alone."

For more than four decades, Mr. Satyarthi has worked relentlessly for the rights of children and waged a peaceful struggle to keep children in school, rather than in the workforce. He has helped to free children trapped in bonded labor, assisted them with vocational training and education, and challenged public discourse in India on child labor and child trafficking. In 1980, Mr. Satyarthi founded *Bachpan Bachao Andolan* (Save the Childhood Movement), which has removed more than 80,000 children from exploitation. His contributions have not only affected India, but have also changed the world: in 1998 he organized the Global March Against Child Labor, the world's largest campaign against child labor that led to the adoption of ILO Convention 182 on the worst forms of child labor. Mr. Satyarthi also founded Good Weave in 1994, which now implements a certification scheme to ensure no child labor is used in the production of carpets in India, Nepal, and Afghanistan.

In 2007, the U.S. Department of State recognized Mr. Satyarthi's contributions to the global fight against forced child labor by selecting him as one of ten *Trafficking in Persons Report* Heroes.

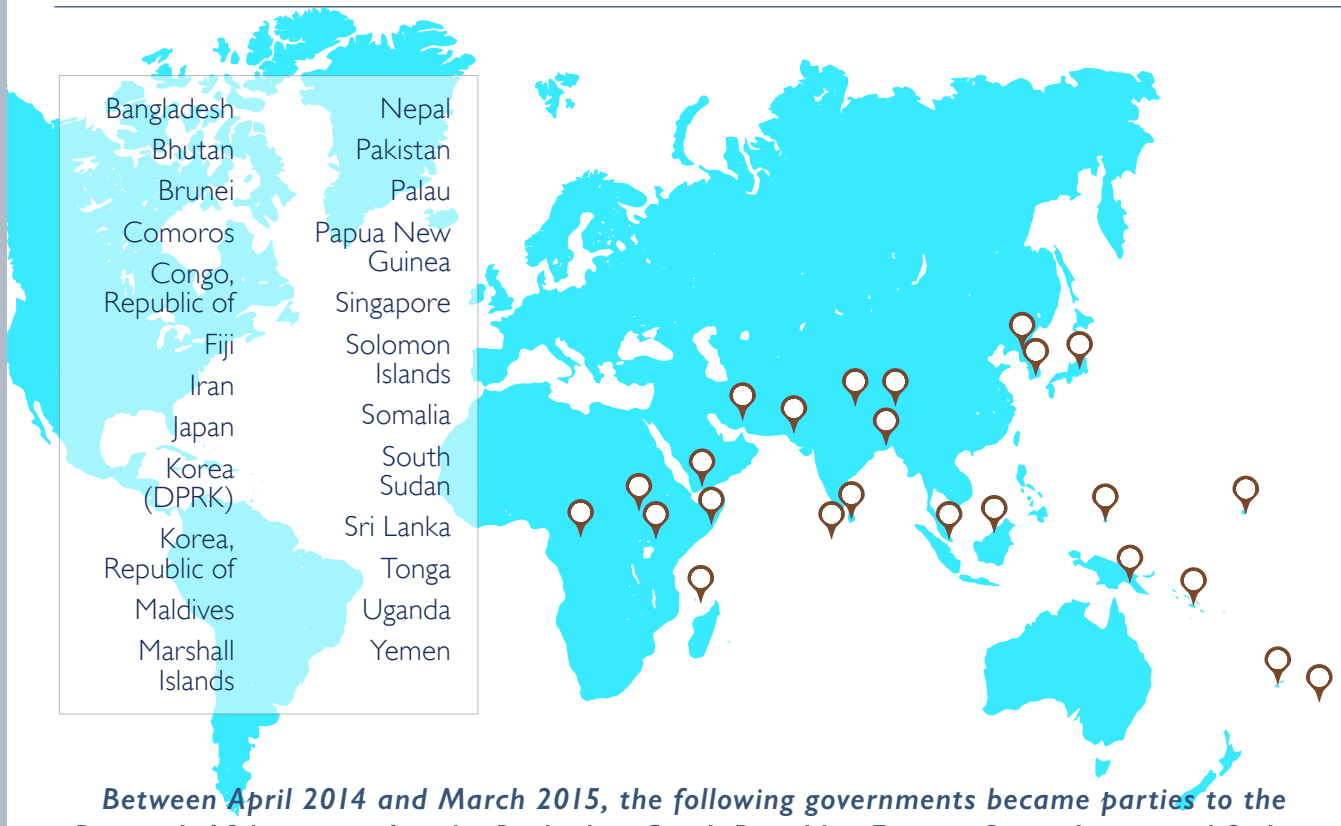


In January 2015, President and Mrs. Obama met with Kailash Satyarthi, recipient of the 2014 Nobel Peace Prize, and his wife, Sumedha. In the words of President Obama, "[t]he true measure of Kailash's efforts is not a single prize he has been awarded, but the tens of thousands of people who today live with freedom and dignity thanks to his efforts."

"Whose children are they who stitch footballs, yet have never played with one? They are our children. Whose children are they who mine stones and minerals? They are our children. Whose children are they who harvest cocoa, yet do not know the taste of a chocolate? They are all our children."

– Kailash Satyarthi, 2014 Nobel Prize laureate

Countries in the 2015 *TIP Report* that are not States Parties to the Protocol to Prevent, Suppress and Punish Trafficking In Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime



Between April 2014 and March 2015, the following governments became parties to the Protocol: Afghanistan, Angola, Barbados, Czech Republic, Eritrea, Sierra Leone and Sudan.



ISIL militants in Iraq have taken captive between 4,000 and 5,000 Yezidi women and children. Many have been sold and enslaved or forced into marriages or domestic servitude in Iraq and elsewhere.

UNITED STATES

Tanya was only 11 years old when her mother traded her to a drug dealer for sex, in exchange for heroin. Both Tanya's mother and the drug dealer have been indicted on multiple charges, including sex trafficking. In addition, the drug dealer was accused of rape as well as videotaping his sex crimes. At the end of the school year, after four months of such abuse and being forced to take heroin, Tanya went to live with her father and stepmother and confided in them about what had happened. Both her mother and the drug dealer face the possibility of life in prison if convicted on all counts.

THE PRIVATE SECTOR: AN OPPORTUNITY TO LEAD

Beyond the efforts of governments, companies can also take action to reduce the likelihood of trafficking in their supply chains and respect the rights of those who work to make their businesses successful.

There are many measures businesses can take to mitigate the risks of human trafficking throughout their operations. For starters, business leaders can create anti-trafficking policies that address the common risks in their operations and supply chains, ensure workers have the right to fair compensation and redress, train staff to understand the indicators of human trafficking, and put remediation plans in place before any allegations arise to allow for appropriate corrective action. Businesses should also work with government officials, NGOs, and recruiters in the countries where they source to gain a better understanding of workers' vulnerabilities and commit to making improvements.

A company can demonstrate its commitment to responsibly source goods and services by creating a clear and comprehensive anti-trafficking policy, which includes an enforcement mechanism that is applied throughout the company's supply chain. High-level executives should approve and promote such a policy and build it into company operations so supplier consideration goes beyond price and reliability, to include an assessment of labor practices. Among other things, an effective policy:

- prohibits human trafficking and those activities that facilitate it—including charging workers recruitment fees, contract fraud, and document retention;
- responds to industry- or region-specific risks;
- requires freedom of movement for workers;
- pays all employees at least the minimum wage in all countries of operation, preferably a living wage;
- includes a grievance mechanism and whistleblower protections; and
- applies to direct employees, as well as subcontractors, labor recruiters, and other business partners.



Indigenous peoples such as the Guarani of South America are often politically and economically marginalized, which increases their vulnerability to trafficking.

GHANA | UNITED STATES

At 13 years old, Effia moved to the United States with family friends, excited to learn English and go to school—something her parents in Ghana could not afford. When she arrived, these so-called friends forbade her from attending school and forced her to clean, cook, and watch their children for up to 18 hours a day. The father physically and sexually abused her. Effia received no payment and could not use the telephone or go outside. Six years later, after a particularly severe beating, she escaped the house and a neighbor called the police. With help from an NGO, Effia is finally in school and plans to become a nurse.

Such a policy sends a clear message to employees, business partners, investors, and consumers that human trafficking will not be tolerated. Coupled with effective risk assessments, monitoring, and serious remediation efforts, it can promote good labor practices throughout the supply chain.

Understanding how supply chains operate, where key suppliers are located, and what working conditions exist in those locations and sectors is vital to help a company gain control. By fully mapping its supply chain, down to the level of raw materials, a company can gain a better understanding of gaps in transparency. Companies can then create a plan to target those areas where high levels of spending overlap with industries or locations with high risks for human trafficking.

Once a risk assessment is completed, companies must begin to address problem areas, implement corrective measures, and monitor and enforce anti-trafficking policies. Monitoring often takes the form of social auditing, which—when done properly—can help to detect violations of company policies, including worker abuse. Yet, human trafficking is frequently difficult for auditors to detect. Companies that are serious about addressing forced labor in their supply chains should make sure that auditors are properly trained and equipped to look for known indicators of human trafficking, including the fraudulent recruitment practices discussed in this *Report*. Audits should be thorough, comprehensive, and periodic.

Finally, constant pressure on cutting costs can have a destabilizing effect on the proactive measures a company may take to prevent human trafficking. By incorporating anti-trafficking measures throughout an operation, including in company budget, training, policies, and protocols, business can make efforts to ensure that the dignity of workers throughout the supply chain is not sacrificed for higher profits.



Traffickers employ debt bondage, document confiscation, fraud, physical abuse, and threats of abuse, among other tactics, to trap victims in involuntary servitude.

> *"Let us ask ourselves, as individuals and as communities, whether we feel challenged when, in our daily lives, we meet or deal with persons who could be victims of human trafficking, or when we are tempted to select items which may well have been produced by exploiting others. Some of us…close our eyes to this. Others, however, decide to do something about it …"*
>
> – Pope Francis

DEMOCRATIC REPUBLIC OF THE CONGO

Ruth's grandmother could not afford her tuition, and Ruth, due to physical disabilities, had a difficult time finding employment. When a family friend offered to both take care of Ruth and pay for her studies if she worked for him, the grandmother eagerly accepted. But the friend did not follow through on his promises. He never allowed Ruth to attend school, he forced her to work as his domestic servant and as an agricultural laborer for third parties, and he confiscated all her earnings. The man also raped Ruth repeatedly and abandoned her when she became pregnant. With the support of an NGO, Ruth received care and skills training and eventually returned to her community.

LOOKING FORWARD

This year's *Trafficking in Persons Report* presents information intended to highlight the risks many individuals encounter while seeking employment and the ways governments and businesses can take action to protect workers.

Governments, businesses, and individuals have a real opportunity to effect change by influencing the purchases they make and by demanding accountability and transparency in supply chains, promoting and enforcing policies that prohibit trafficking and the practices that facilitate it, and punishing those who perpetuate this practice.

By leveraging the strengths of different actors, the global market can become a place where innovation and growth thrive alongside a workforce free of human trafficking; supply chains create an environment of mutual benefit for both workers and business owners; and consumers celebrate the knowledge that their purchases are contributing to a system that elevates and respects human rights.



Dalits are extremely vulnerable to trafficking. These boys attend a Dalit school established by an NGO as a preventative measure against trafficking.

COALITION OF IMMOKALEE WORKERS: RECIPIENT OF THE 2015 PRESIDENTIAL AWARD FOR EXTRAORDINARY EFFORTS TO COMBAT TRAFFICKING IN PERSONS

On January 29, 2015, the Coalition of Immokalee Workers (CIW) received the *Presidential Award for Extraordinary Efforts to Combat Trafficking in Persons* from U.S. Secretary of State John F. Kerry. For more than 20 years, CIW has stood by Floridian tomato workers, organized communities, and pioneered a zero tolerance policy on forced labor and sexual assault through its Fair Food Program, which puts worker protections and social responsibility at the absolute center. This program ensures a price premium that buyers agree to pay and growers agree to pass on to farm workers, and provides worker-to-worker training sessions—on site and on-the-clock—at participating farms. CIW has also partnered with law enforcement to help uncover and investigate several modern slavery cases involving farm operations across the southeastern United States. Owing to its outstanding efforts, CIW has effectively eradicated human trafficking in the farms participating in the Fair Food Program.









These children manually stuff cigarettes with locally grown tobacco, which can negatively affect their health. Some Bangladeshi children are sold into bonded labor by their parents, while others are physically compelled to perform this dangerous work.

MODERN SLAVERY AS A TACTIC IN ARMED CONFLICTS

Armed groups, violent extremists, and militias fuel conflicts that devastate communities and weaken social and governmental structures, leaving adults and children defenseless and vulnerable. Women and children in armed conflicts are particularly vulnerable to multiple abuses, including those involving human trafficking and sexual and gender-based violence.

The use of modern slavery as a tactic in the armed conflicts in Iraq and Syria is particularly alarming. The Islamic State of Iraq and the Levant (ISIL), as well as other armed groups and militias, continue to intimidate populations and devastate communities through unconscionable violence, fear, and oppression. ISIL has made the targeting of women and children, particularly from Yezidi and other minority groups, a hallmark of its campaign of atrocities. In the past year, ISIL has abducted, systematically raped, and abused thousands of women and children, some as young as 8 years of age. Many of the horrific human rights abuses that ISIL has engaged in also amount to human trafficking. Women and children are sold and enslaved, distributed to ISIL fighters as spoils of war, forced into marriage and domestic servitude, or subjected to horrific physical and sexual abuse. ISIL has established "markets" where women and children are sold with price tags attached and has published a list of rules on how to treat female slaves once captured.

In a recent UN report, women and girls who managed to escape from ISIL recounted how they were treated. A young woman shared how she was taken to a school and given to an ISIL emir as his slave, and in another case, 150 unmarried girls and women were reportedly transported to Syria from Iraq to be given to ISIL fighters as rewards. Some isolated reports indicate ISIL has begun transporting captive women and girls to buyers in the Gulf. Men and boys are also vulnerable to trafficking, as entire families are reportedly abducted and forced to work in agriculture, such as on sheep and poultry farms in Iraq. Additionally, there is growing concern that some ISIL recruits from Central Asian countries may be vulnerable to trafficking after arriving in Syria. Others, deceived by recruiters promising jobs in Turkey, are later taken to Syria and forced by extremist groups to fight, work, or endure sexual servitude.

ISIL continues to actively and unlawfully recruit, including by abduction, train, and use children—some as young as 12 years old—as soldiers in Iraq and Syria. These children are forced to undergo military training to join the front lines of combat, while some are deployed as human shields or made to patrol ISIL checkpoints. In training camps, children nicknamed "Cubs of the Caliphate" are trained to use weapons, make bombs, and deploy as suicide bombers.

Whole communities in Iraq and Syria continue to be displaced internally and in neighboring countries, as increasing numbers of adults and children flee the horrors of war, including those perpetrated by ISIL and other armed groups. The UN estimates 2.8 million individuals in Iraq have been displaced and nearly four million Syrians have fled the country, mostly to Turkey, Jordan, Lebanon, and Iraq. This displacement is compounded by the use of human trafficking as a tactic by ISIL in the armed conflict.

The use of modern slavery in armed conflicts is not unique to ISIL, but is also evident in the case of other armed groups that are forcibly recruiting children and training them to be soldiers or otherwise exploiting them. Boko Haram has forcibly recruited and used child soldiers as young as 12 years old, and abducted women and girls in the northern region of Nigeria, some of whom it later subjected to domestic servitude, other forms of forced labor, and sexual servitude through forced marriages to its militants. In Somalia, al-Shabaab has recruited and used children in armed conflict. The Lord's Resistance Army, a Ugandan rebel group that operates in eastern regions of the Central African Republic, enslaves boys and girls for use as cooks, porters, concubines, and combatants. The use of human trafficking in the midst of armed conflicts further amplifies the unspeakable devastation communities and families experience and perpetuates intimidation and fear among oppressed communities.

IRAQ

The Islamic State of Iraq and the Levant (ISIL) overran Tariq's town and kidnapped his daughter, along with the wives and daughters of many others. After a week of silence, Tariq finally received a phone call—his daughter had gained access to a phone shared by several of the girls imprisoned, and she had called to tell him she was going to be sold that day for $10. In the past year, ISIL has abducted and exploited thousands of women and children, sold them in markets and sexually enslaved them, forced them into marriages, or subjected them to forced labor. Family members like Tariq are often left helpless, with knowledge of their daughters' or wives' whereabouts but unable to prevent the horrendous abuse of their loved ones.

CHILD SOLDIERS PREVENTION ACT LIST

The Child Soldiers Prevention Act of 2008 (CSPA) was signed into law on December 23, 2008 (Title IV of Pub. L. 110-457), and took effect on June 21, 2009. The CSPA requires publication in the annual *Trafficking in Persons Report* of a list of foreign governments identified during the previous year as having governmental armed forces or government-supported armed groups that recruit and use child soldiers, as defined in the act. These determinations cover the reporting period beginning April 1, 2014, and ending March 31, 2015.

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

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

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

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

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

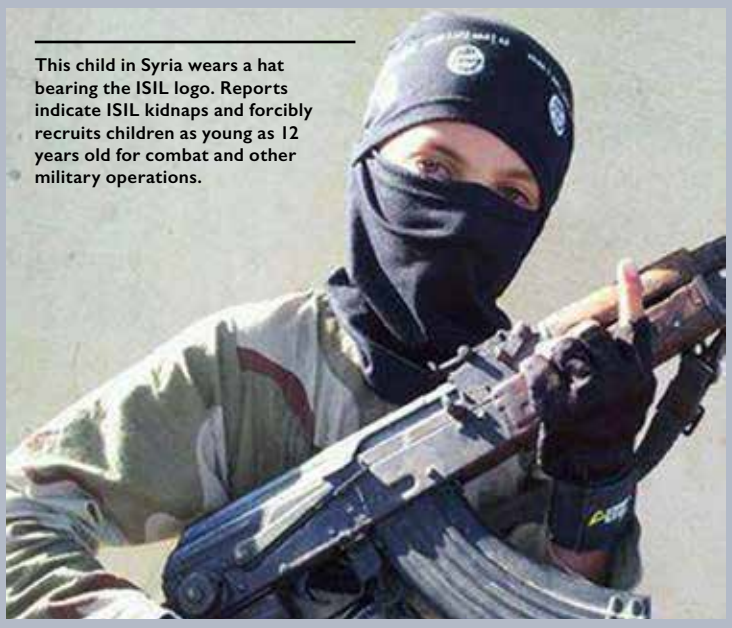
The term "child soldier" includes any person described in clauses (ii), (iii), or (iv) who is serving in any capacity, including in a support role, such as a "cook, porter, messenger, medic, guard, or sex slave."

Governments identified on the list are subject to restrictions, in the following fiscal year, on certain security assistance and commercial licensing of military equipment. The CSPA, as amended, prohibits assistance to governments that are identified in the list under the following authorities: International Military Education and Training, Foreign Military Financing, Excess Defense Articles, and Peacekeeping Operations, with exceptions for some programs undertaken pursuant to the Peacekeeping Operations authority. The CSPA also prohibits the issuance of licenses for direct commercial sales of military equipment to such governments. Beginning October 1, 2015, and effective throughout Fiscal Year 2016, these restrictions will apply to the listed countries, absent a presidential national interest waiver, applicable exception, or reinstatement of assistance pursuant to the terms of the CSPA. The determination to include a government in the CSPA list is informed by a range of sources, including first-hand observation by U.S. government personnel and research and credible reporting from various UN entities, international organizations, local and international NGOs, and international media outlets.

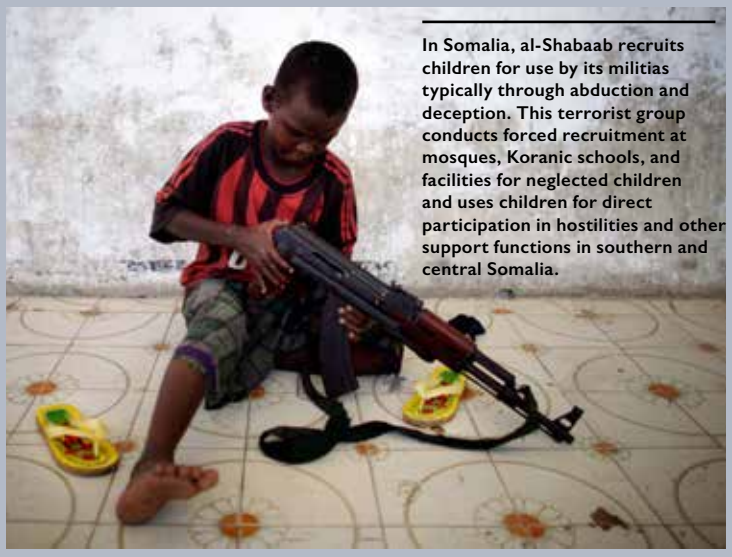
The 2015 CSPA List includes governments in the following countries:

1. Burma
2. Democratic Republic of the Congo (DRC)
3. Nigeria
4. Somalia
5. South Sudan
6. Sudan
7. Syria
8. Yemen

> *"[In August 2013,] a child came in who appeared to be between 10 and 12 years old, called 'Abu Bakr.' His hand had been cut by a piece of metal. [We] talked to his escort, an armed man from 'Da`esh' [ISIL] who came and brought him. He said this boy was a guard in their prison in Tal Abyad, and he had the job of whipping prisoners."*
>
> – A doctor who worked at a clinic in Tal Abyad in Raqqa governorate, on treating a child injured while serving in an ISIL military camp.



This child in Syria wears a hat bearing the ISIL logo. Reports indicate ISIL kidnaps and forcibly recruits children as young as 12 years old for combat and other military operations.



In Somalia, al-Shabaab recruits children for use by its militias typically through abduction and deception. This terrorist group conducts forced recruitment at mosques, Koranic schools, and facilities for neglected children and uses children for direct participation in hostilities and other support functions in southern and central Somalia.

NIGERIA

Aisha was at a friend's wedding when she was abducted by Boko Haram, along with her sister, the bride, and the bride's sister. They were taken to a camp where her friends were forcibly married to Boko Haram fighters. Aisha, at 19 years old, had to learn how to fight; she was trained how to shoot and kill, detonate bombs, and execute attacks on villages. She was forced to participate in armed operations, including against her own village; those that refused were buried in a mass grave. Aisha saw more than 50 people killed, including her sister, before she managed to escape.



In Yemen, children are unlawfully recruited and used in armed conflict on the front lines, to man checkpoints, and even as human shields or suicide bombers.

2015 TIP REPORT HEROES

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

BETTY PEDRAZA LOZANO
COLOMBIA



Since July 2003, Betty Pedraza Lozano has served as the founder and director of Corporación Espacios de Mujer, a Colombian NGO that provides victim services to adults, especially women, and children who suffer violence and abuse within the context of human trafficking and sexual exploitation. As director, she promotes and advocates for women's empowerment and victims' rights, as well as gender and human rights. She has worked with the Colombian government and international organizations to implement protocols for victim care.

A native of Medellín, Ms. Pedraza focuses much of her attention in the Antioquia department, where virginity auctions, sex tourism, and child pornography are rampant, and women and children are often exploited in prostitution in the mining and tourism sectors. She coordinated an anti-trafficking awareness campaign called "Porque se Trata de Ti," or "Because it's all about you," which provides educational information on prevention efforts, victim identification, and victim services.

Ms. Pedraza is the co-founder of the Colombian Alliance of Civil Society Organizations against Human Trafficking, the first NGO network on trafficking in the country, and represents Colombia in the Global Alliance Against Trafficking in Women.

AMEENA SAEED HASAN
IRAQ



Ameena Saeed Hasan is a Yezidi Kurd, a former member of the Iraqi Council of Representatives, and a fearless voice for the Yezidi religious minority in northern Iraq. This community has been the target of the Islamic State of Iraq and the Levant (ISIL) since the summer of 2014 when they began kidnapping thousands of members of the Yezidi community, including women and girls who are subjected to forced marriages, sexual slavery, systematic rape, and domestic servitude.

Resolved to assist victims of some of the worst forms of human rights abuses and human trafficking, Ms. Hasan participated in an effort to create a registry of ISIL captives and the locations where they were being held. She also joined a team of activists sponsored by the Kurdistan Regional Government that has helped secure the release of approximately 100 former captives.

Ms. Hasan's courageous leadership has been vital to support fellow members of the Yezidi community who have sought assistance from the U.S. government in the face of the ongoing humanitarian crisis in Iraq. She participated as a civil society representative in the White House Summit to Counter Violent Extremism in February 2015, where she delivered remarks on captive Yezidi women.

raise awareness of ongoing criminal practices in their countries and abroad. For more information about current and past Trafficking in Persons Report Heroes, including how to connect with them, please visit the Trafficking in Persons Report Heroes Global Network at www.tipheroes.org.

GITA MIRUŠKINA
LATVIA



Gita Miruškina, an innovative lawyer for the Latvian NGO Safe House, has dedicated her life to assisting victims of human trafficking and enhancing the legal understanding of trafficking in persons in Latvia and the European Union. As one of the principal NGOs working on trafficking in Latvia, Safe House works directly with sex and labor trafficking victims, assisting them in their recovery and providing vital legal aid.

Ms. Miruškina also has been instrumental in alerting the European Union to the issue of "sham marriages"—brokered marriages between European Union passport-holders and third-country nationals, arranged so the latter can become eligible for immigration benefits—a practice that often leads to sex and labor trafficking, especially of women from Eastern Europe.

In the past six years, Ms. Miruškina has assisted more than 150 trafficking victims and acted as their legal representative in nearly 30 trials, including Latvia's first labor trafficking trial, a landmark case that is still ongoing. Ms. Miruškina's professionalism and dedication to a victim-centered approach has been lauded by victims and their families, as well as by judges and prosecutors who frequently consult her for professional advice.

NOROTIANA RAMBOARIVELO JEANNODA
MADAGASCAR



Norotiana Ramboarivelo Jeannoda launched the National Union of Social Workers in Madagascar in 2005, which quickly became a leading civil society organization promoting human rights and combating child sex tourism and human trafficking. She is among the most persistent and outspoken members of civil society advocating in Madagascar on behalf of victims of human trafficking. Ms. Ramboarivelo Jeannoda counsels victims trapped in abusive situations abroad, meets victims at the airport who return destitute and in need of care, and coordinates with border police to institute protective measures.

Ms. Ramboarivelo Jeannoda has prodded the government to do more by documenting the numbers of Malagasy victims exploited in the Middle East and of those who have committed suicide as a result of their desperation. She has led civil society groups to plead publicly for the case of transnational trafficking victims. In addition, Ms. Ramboarivelo Jeannoda was instrumental in ensuring that new draft anti-trafficking legislation addressed the needs of victims, and her advocacy efforts led to the adoption of Madagascar's new National Action Plan to Combat Trafficking in Persons.

CATHERINE GROENENDIJK-NABUKWASI
SOUTH SUDAN



As Founder of Confident Children out of Conflict (CCC), Catherine Groenendijk-Nabukwasi is a pioneer in the fight against child trafficking in South Sudan. Ms. Groenendijk-Nabukwasi established CCC in 2007 as a drop-in center for girls vulnerable to sex trafficking, at a time when no other organizations were serving that population. Between 2010 and 2013, Ms. Groenendijk-Nabukwasi raised funds to build a shelter, which provides full-time residential care for 40 girls, ages 3 to 18, as well as food, health care, scholarships, educational support and mentoring, recreational activities, and counseling. The children learn trades, such as making handicrafts, cooking and farming as a means for income generation, and develop skills in conflict mitigation, stress and anger management, and cultivating self-confidence.

CCC also ensures 600 vulnerable boys and girls in the impoverished communities of Juba attend school by paying tuition and providing basic necessities, including books, uniforms, and shoes. CCC provides outreach services to 10 schools and raises community awareness about child protection and gender-based violence. CCC also supports survivors of trafficking and sexual and gender-based violence displaced by the current civil conflict. In addition, Ms. Groenendijk-Nabukwasi has consistently engaged the Government of the Republic of South Sudan on justice for children, specifically on the issue of human trafficking.

MOSES BINOGA
UGANDA



Moses Binoga, Coordinator of the Ugandan National Counter Human Trafficking Taskforce, has worked tirelessly to bring together the government-led taskforce and the civil society coalition against human trafficking into one coordinated effort to better identify and assist trafficking victims at home and abroad. With Mr. Binoga at the helm, the national taskforce has conducted training programs, created public awareness materials, held pre-departure information briefings for intending migrants, drafted guidelines on victim care for investigators, and is designing a national database in collaboration with the International Organization for Migration for sex and labor trafficking statistics. Due to his urging, the government has substantially increased its emphasis on prosecuting trafficking offenses.

Mr. Binoga is a strong voice on behalf of victims and has brought attention to their stories, often featured in Uganda's leading national papers. He regularly deals directly with victims and answers their calls for assistance while also effectively coordinating assistance between officials and NGOs. Additionally, he proactively engages diplomatic missions in Uganda to establish agreements to prevent Ugandans from being subjected to human trafficking abroad.

PAROSHA CHANDRAN
UNITED KINGDOM



Parosha Chandran, an extraordinarily dedicated human rights barrister, has spent the last 18 years shaping the development of national and international law and policy on human trafficking in the United Kingdom and globally. With a rare multidisciplinary perspective, she has set critical legal precedents to protect the rights of trafficking victims.

Ms. Chandran has appealed cases in which victims were punished as criminals for crimes committed as a result of being subjected to trafficking; enabled trafficking victims to seek redress by taking civil action against the police for having failed to investigate the alleged crimes; and brought forward a case where the court established the right to refugee status for victims of human trafficking. Ms. Chandran's cases often have exposed legal protection gaps, which have led to legislative or policy reforms.

As one of the world's leading practitioners in the field, Ms. Chandran is recognized as a global expert on human trafficking by the United Nations Office of Drugs and Crime, the Organization for Security and Cooperation in Europe, and the Council of Europe. She works closely with NGOs and has a strong commitment to *pro bono* work. Ms. Chandran is the co-founder of the Trafficking Law and Policy Forum, an educational think tank based in London with a diverse membership.

TONY MADDOX
UNITED STATES



Tony Maddox is the Executive Vice President and Managing Director of CNN International (CNNi) and creator of the CNN Freedom Project, the longest-running awareness and investigative campaign on modern slavery on a global news channel. CNNi launched the CNN Freedom Project in 2011 to shine a spotlight on modern slavery, amplify the voices of survivors, highlight effective prevention and victim assistance efforts, and investigate the criminal enterprises involved. Mr. Maddox's personal conviction that combating trafficking is a shared responsibility was the catalyst for the concept behind the Freedom Project. Due to his dedication and relentless advocacy, what began as a yearlong project became a much longer commitment. The Freedom Project is celebrating its fifth year of production, and is one of the most successful and highly visible programming initiatives on CNNi.

Under Mr. Maddox's leadership, CNNi has enlisted dozens of correspondents and crews around the world, and has published more than 400 investigative stories on modern slavery. Various NGOs report that Freedom Project stories have led to more than 1,000 survivors receiving assistance, sparked more than $24 million in donations to anti-trafficking organizations globally, contributed to changing laws and corporate policies, and inspired new NGOs and grassroots campaigns around the world. CNNi currently reaches more than 291 million households and hotel rooms worldwide.



"Every citizen can take action by speaking up and insisting that the clothes they wear, the food they eat, and the products they buy are made free of forced labor. Business and non-profit leaders can ensure their supply chains do not exploit individuals in bondage."

– President Barack Obama

Some Chinese factories subject internal migrants to forced labor, at times compelling them to work in the presence of hazardous chemicals without proper safety equipment.

METHODOLOGY

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

U.S. diplomatic posts and domestic agencies reported on the trafficking situation and governmental action to fight trafficking based on thorough research that included meetings with a wide variety of government officials, local and international NGO representatives, officials of international organizations, journalists, academics, and survivors. U.S. missions overseas are dedicated to covering human trafficking issues. The *2015 Trafficking in Persons Report* covers government efforts undertaken from April 1, 2014 through March 31, 2015.

TIER PLACEMENT

The Department places each country in this *Report* onto one of four tiers, as mandated by the TVPA. This placement is based more on the extent of government action to combat trafficking than on the size of the country's problem. The analyses are based on the extent of governments' efforts to reach compliance with the TVPA's minimum standards for the elimination of human trafficking (see page 49), which are generally consistent with the Palermo Protocol.

CZECH REPUBLIC | SWITZERLAND | UNITED KINGDOM

A man approached Bruno outside a homeless shelter in Prague and offered to help him find work and housing in the United Kingdom. He even offered to lend Bruno money for travel, commiserating he had once received help from a stranger. Bruno accepted and traveled with the man and seven other people from Prague to the United Kingdom *via* Switzerland. The recruiter took everyone's identification documents and, once in the United Kingdom, turned their documents over to the men's new bosses instead of back to the workers. When Bruno arrived at his new boss's house, he was forced, through beatings and threats, to perform construction and factory work, clean, and provide childcare for almost 20 hours every day. He ate one meal each day and was never paid. Bruno eventually fled to the Czech Embassy in London, and an NGO helped move him to a support shelter in the Czech Republic.

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

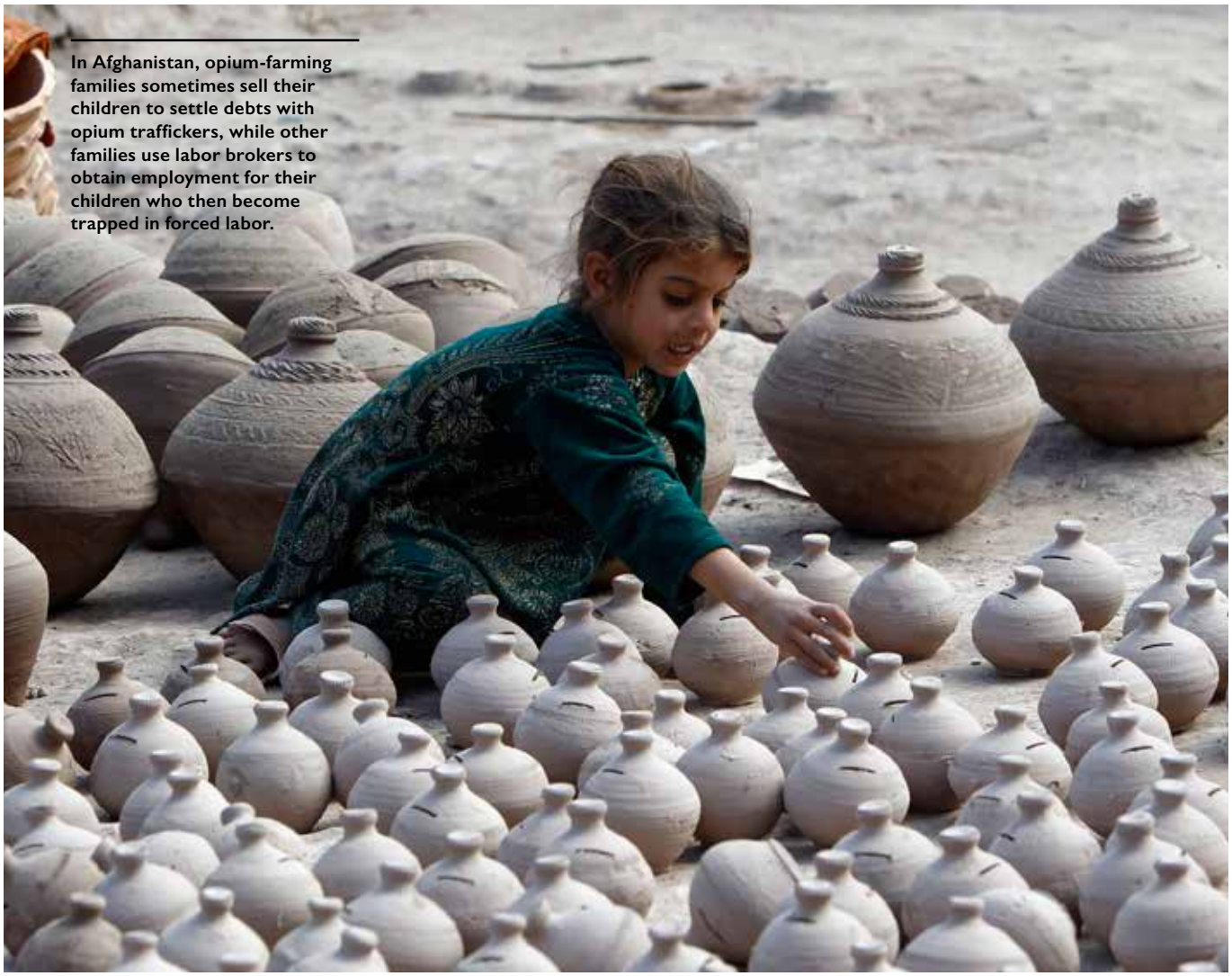
Tier rankings and narratives in the *2015 Trafficking in Persons Report* reflect an assessment of the following:

- enactment of laws prohibiting severe forms of trafficking in persons, as defined by the TVPA, and provision of criminal punishments for trafficking offenses;
- criminal penalties prescribed for human trafficking offenses with a maximum of at least four years' deprivation of liberty, or a more severe penalty;
- implementation of human trafficking laws through vigorous prosecution of the prevalent forms of trafficking in the country and sentencing of offenders;
- proactive victim identification measures with systematic procedures to guide law enforcement and other government-supported front-line responders in the process of victim identification;

- government funding and partnerships with NGOs to provide victims with access to primary health care, counseling, and shelter, allowing them to recount their trafficking experiences to trained social counselors and law enforcement in an environment of minimal pressure;
- victim protection efforts that include access to services and shelter without detention and with legal alternatives to removal to countries in which victims would face retribution or hardship;
- the extent to which a government ensures victims are provided with legal and other assistance and that, consistent with domestic law, proceedings are not prejudicial to victims' rights, dignity, or psychological well-being;
- the extent to which a government ensures the safe, humane, and—to the extent possible—voluntary repatriation and reintegration of victims; and
- governmental measures to prevent human trafficking, including efforts to curb practices identified as contributing factors to human trafficking, such as employers' confiscation of foreign workers' passports and allowing labor recruiters to charge prospective migrants excessive fees.

BURMA

Nakaji had to leave school at an early age to help his struggling family by taking a job in a factory. One day, a stranger offered him a better-paying job as a driver. Nakaji eagerly accepted, excited at the prospect of learning how to drive, and went with the man who, for $80, drugged and delivered him to the Tatmadaw, Burma's armed forces. Nakaji and six other boys, the eldest 17 years old, were sold to the army and moved to a base in the capital, where they lived under armed guard. Upon realizing what had happened, Nakaji's father, a retired sergeant, contacted the police but, according to Nakaji, they "wouldn't help until my father mentioned the International Labor Organization." Nakaji was released when he was 15 years old and now works on the docks.



In Afghanistan, opium-farming families sometimes sell their children to settle debts with opium traffickers, while other families use labor brokers to obtain employment for their children who then become trapped in forced labor.

Tier rankings and narratives are NOT affected by the following:

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

A GUIDE TO THE TIERS

TIER 1

The governments of countries that fully comply with the TVPA's minimum standards for the elimination of trafficking.

TIER 2

The governments of countries that do not fully comply with the TVPA's minimum standards but are making significant efforts to bring themselves into compliance with those standards.

TIER 2 WATCH LIST

The government of countries that do not fully comply with the TVPA's minimum standards, but are making significant efforts to bring themselves into compliance with those standards, and for which:

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

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

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

TIER 3

The governments of countries that do not fully comply with the TVPA's minimum standards and are not making significant efforts to do so.

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

A 2008 amendment to the TVPA provides that any country that has been ranked Tier 2 Watch List for two consecutive years and that would otherwise be ranked Tier 2 Watch List for the next year will instead be ranked Tier 3 in that third year. The Secretary of State is authorized to waive the automatic downgrade based on credible evidence that a waiver is justified because the government has a written plan that, if implemented, would constitute making significant efforts to comply with the TVPA's minimum standards for the elimination of trafficking and is devoting sufficient resources to implement the plan. The Secretary can only issue this waiver for two

PHILIPPINES

A Palawan fisherman recruited Datu and 25 other men to work as fishermen on a neighboring island in the Philippines. The workers met with the recruiter twice before moving to the island, and they received money at each meeting that reaffirmed their belief that well-paying jobs awaited. At their new job, however, the men were not paid at all. Instead, their traffickers charged them P60,000 ($1,360) each for room and board. They forced the men to fish illegally and physically abused them if they did not catch enough fish. The men endured forced labor for two months before being released. Both the recruiter and fish trader face charges of human trafficking, and the owner of the boats remains at large.

consecutive years. After the third year, a country must either go up to Tier 2 or down to Tier 3. Governments subject to the automatic downgrade provision are noted as such in the country narratives.

FUNDING RESTRICTIONS FOR TIER 3 COUNTRIES

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

Funding restrictions will take effect upon the beginning of the U.S. government's next Fiscal Year—October 1, 2015—however, all or part of the TVPA's restrictions can be waived if the President determines that the provision of such assistance to the government would promote the purposes of the TVPA or is otherwise in the United States' national interest. The TVPA also authorizes the President to waive funding restrictions if necessary to avoid significant adverse effects on vulnerable populations, including women and children.

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

UKRAINE | UNITED STATES

Over a period of several years, five Ukrainian brothers fraudulently promised 70 Ukrainians well-paying janitorial jobs at retail stores in the United States. They further lured the workers with promises to pay for their room and board and all their travel expenses. Once the workers arrived in the United States, however, the traffickers exacted reimbursement for $10,000-$50,000 in travel debts, making them work 10 to 12 hours per day, seven days a week to repay the debt, almost never providing compensation. The brothers abused the workers physically, psychologically, and sexually, and threatened to hurt the workers' families if they disobeyed. The brothers brought many of the workers into the United States illegally through Mexico. Over time, several new recruits were detained at the border and other victims bravely came forward, exposing the trafficking ring. Four of the brothers were convicted on charges of human trafficking; one remains a fugitive and is thought to be in Ukraine.

GLOBAL LAW ENFORCEMENT DATA

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

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2007	5,682 (490)	3,427 (326)		28
2008	5,212 (312)	2,983 (104)	30,961	26
2009	5,606 (432)	4,166 (335)	49,105	33
2010	6,017 (607)	3,619 (237)	33,113	17
2011	7,909 (456)	3,969 (278)	42,291 (15,205)	15
2012	7,705 (1,153)	4,746 (518)	46,570 (17,368)	21
2013	9,460 (1,199)	5,776 (470)	44,758 (10,603)	58
2014	10,051 (418)	4,443 (216)	44,462 (11,438)	20

The above statistics are estimates only, given the lack of uniformity in national reporting structures. The numbers in parentheses are those of labor trafficking prosecutions, convictions, and victims identified. The number of victims identified includes information from foreign governements and other sources.

TRAFFICKING VICTIMS PROTECTION ACT: MINIMUM STANDARDS FOR THE ELIMINATION OF TRAFFICKING IN PERSONS

Trafficking Victims Protection Act of 2000, Div. A of Pub. L. No. 106-386, § 108, as amended.

(1) The government of the country should prohibit severe forms of trafficking in persons and punish acts of such trafficking.

(2) For the knowing commission of any act of sex trafficking involving force, fraud, coercion, or in which the victim of sex trafficking is a child incapable of giving meaningful consent, or of trafficking which includes rape or kidnapping or which causes a death, the government of the country should prescribe punishment commensurate with that for grave crimes, such as forcible sexual assault.

(3) For the knowing commission of any act of a severe form of trafficking in persons, the government of the country should prescribe punishment that is sufficiently stringent to deter and that adequately reflects the heinous nature of the offense.

(4) The government of the country should make serious and sustained efforts to eliminate severe forms of trafficking in persons.

INDICIA OF "SERIOUS AND SUSTAINED EFFORTS"

(1) Whether the government of the country vigorously investigates and prosecutes acts of severe forms of trafficking in persons, and convicts and sentences persons responsible for such acts, that take place wholly or partly within the territory of the country, including, as appropriate, requiring incarceration of individuals convicted of such acts. For purposes of the preceding sentence, suspended or significantly reduced sentences for convictions of principal actors in cases of severe forms of trafficking in persons shall be considered, on a case-by-case basis, whether to be considered as an indicator of serious and sustained efforts to eliminate severe forms of trafficking in persons. After reasonable requests from the Department of State for data regarding investigations, prosecutions, convictions, and sentences, a government which does not provide such data, consistent with the capacity of such government to obtain such data, shall be presumed not to have vigorously investigated, prosecuted, convicted, or sentenced such acts. During the periods prior to the annual report submitted on June 1, 2004, and on June 1, 2005, and the periods afterwards until September 30 of each such year, the Secretary of State may disregard the presumption contained in the preceding sentence if the government has provided some data to the Department of State regarding such acts and the Secretary has determined that the government is making a good faith effort to collect such data.

(2) Whether the government of the country protects victims of severe forms of trafficking in persons and encourages their assistance in the investigation and prosecution of such trafficking, including provisions for legal alternatives to their removal to countries in which they would face retribution or hardship, and ensures that victims are not inappropriately incarcerated, fined, or otherwise penalized solely for unlawful acts as a direct result of being trafficked, including by providing training to law enforcement and immigration officials regarding the identification and treatment of trafficking victims using approaches that focus on the needs of the victims.

(3) Whether the government of the country has adopted measures to prevent severe forms of trafficking in persons, such as measures to inform and educate the public, including potential victims, about the causes and consequences of severe forms of trafficking in persons, measures to establish the identity of local populations, including birth registration, citizenship, and nationality, measures to ensure that its nationals who are deployed abroad as part of a diplomatic, peacekeeping, or other similar mission do not engage in or facilitate severe forms of trafficking in persons or exploit victims of such trafficking, a transparent system for remediating or punishing such public officials as a deterrent, measures to prevent the use of forced labor or child labor in violation of international standards, effective bilateral, multilateral, or regional information sharing and cooperation arrangements with other countries, and effective policies or laws regulating foreign labor recruiters and holding them civilly and criminally liable for fraudulent recruiting.

(4) Whether the government of the country cooperates with other governments in the investigation and prosecution of severe forms of trafficking in persons and has entered into bilateral, multilateral, or regional law enforcement cooperation and coordination arrangements with other countries.

(5) Whether the government of the country extradites persons charged with acts of severe forms of trafficking in persons on substantially the same terms and to substantially the same extent as persons charged with other serious crimes (or, to the extent such extradition would be inconsistent with the laws of such country or with international agreements to which the country is a party, whether the government is taking all appropriate measures to modify or replace such laws and treaties so as to permit such extradition).

(6) Whether the government of the country monitors immigration and emigration patterns for evidence of severe forms of trafficking in persons and whether law enforcement agencies of the country respond to any such evidence in a manner that is consistent with the vigorous investigation and prosecution of acts of such trafficking, as well as with the protection of human rights of victims and the internationally recognized human right to leave any country, including one's own, and to return to one's own country.

(7) Whether the government of the country vigorously investigates, prosecutes, convicts, and sentences public officials, including diplomats and soldiers, who participate in or facilitate severe forms of trafficking in persons, including nationals of the country who are deployed abroad as part of a diplomatic, peacekeeping, or other similar mission who engage in or facilitate severe forms of trafficking in persons or exploit victims of such trafficking, and takes all appropriate measures against officials who condone such trafficking. A government's failure to appropriately address public allegations against such public officials, especially once such officials have returned to their home countries, shall be considered inaction under these criteria. After reasonable requests from the Department of State for data regarding such investigations, prosecutions, convictions, and sentences, a government which does not provide such data consistent with its resources shall be presumed not to have vigorously investigated, prosecuted, convicted, or sentenced such acts. During the periods prior to the annual report submitted on June 1, 2004, and June 1, 2005, and the periods afterwards until September 30 of each such year, the Secretary of State may disregard the presumption contained in the preceding sentence if the government has provided some data to the Department of State regarding such acts and the Secretary has determined that the government is making a good faith effort to collect such data.

(8) Whether the percentage of victims of severe forms of trafficking in the country that are non-citizens of such countries is insignificant.

(9) Whether the government has entered into effective, transparent partnerships, cooperative arrangements, or agreements that have resulted in concrete and measurable outcomes with

(A) domestic civil society organizations, private sector entities, or international nongovernmental organizations, or into multilateral or regional arrangements or agreements, to assist the government's efforts to prevent trafficking, protect victims, and punish traffickers; or

(B) the United States toward agreed goals and objectives in the collective fight against trafficking.

(10) Whether the government of the country, consistent with the capacity of such government, systematically monitors its efforts to satisfy the criteria described in paragraphs (1) through (8) and makes available publicly a periodic assessment of such efforts.

(11) Whether the government of the country achieves appreciable progress in eliminating severe forms of trafficking when compared to the assessment in the previous year.

(12) Whether the government of the country has made serious and sustained efforts to reduce the demand for

(A) commercial sex acts; and

(B) participation in international sex tourism by nationals of the country.





In 2014, the *L.A. Times* uncovered conditions indicative of human trafficking on Mexican tomato farms. Some employers illegally withheld workers' wages, and the exorbitant prices at onsite grocery stores caused many laborers to return home penniless after the season.



THE TIERS

TIER 1

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

TIER 2

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

TIER 2 WATCH LIST

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

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

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

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

TIER 3

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

TIER PLACEMENTS

TIER 1

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

TIER 2

AFGHANISTAN
ALBANIA
ANGOLA
ARGENTINA
ARUBA
AZERBAIJAN
BAHRAIN
BANGLADESH
BARBADOS
BENIN
BHUTAN
BOSNIA & HERZEGOVINA
BRAZIL
BRUNEI
CABO VERDE
CAMEROON
CHAD
COLOMBIA
COTE D'IVOIRE
CROATIA
CURAÇAO
CYPRUS
DOMINICAN REPUBLIC
ECUADOR
EL SALVADOR
ESTONIA
ETHIOPIA
FIJI
GEORGIA
GUATEMALA
GREECE
HONDURAS
HONG KONG
HUNGARY
INDIA
INDONESIA
IRAQ
JAPAN
JORDAN
KAZAKHSTAN
KENYA
KIRIBATI
KOSOVO
KYRGYZSTAN
LATVIA
LIBERIA
LITHUANIA
MACAU
MADAGASCAR
MALAWI
MALTA
MEXICO
MICRONESIA
MOLDOVA
MONGOLIA
MONTENEGRO
MOROCCO
MOZAMBIQUE
NEPAL
NICARAGUA
NIGER
NIGERIA
OMAN
PALAU
PANAMA
PARAGUAY
PERU
PHILIPPINES
ROMANIA
RWANDA
ST. LUCIA
ST. MAARTEN
SENEGAL
SERBIA
SEYCHELLES
SIERRA LEONE
SINGAPORE
SLOVENIA
SOUTH AFRICA
SWAZILAND
TAJIKISTAN
TOGO
TONGA
TURKEY
UGANDA
UNITED ARAB EMIRATES
URUGUAY
VIETNAM
ZAMBIA

TIER 2 WATCH LIST

ANTIGUA & BARBUDA
BOLIVIA
BOTSWANA
BULGARIA
BURKINA FASO
BURMA
CAMBODIA
CHINA (PRC)
CONGO, DEMOCRATIC REP. OF
CONGO, REPUBLIC OF
COSTA RICA
CUBA
DJIBOUTI
EGYPT
GABON
GHANA
GUINEA
GUYANA
HAITI
JAMAICA
LAOS
LEBANON
LESOTHO
MALAYSIA
MALDIVES
MALI
MAURITIUS
NAMIBIA
PAKISTAN
PAPUA NEW GUINEA
QATAR
SAUDI ARABIA
SRI LANKA
ST.VINCENT & THE GRENADINES
SOLOMON ISLANDS
SUDAN
SURINAME
TANZANIA
TIMOR-LESTE
TRINIDAD & TOBAGO
TUNISIA
TURKMENISTAN
UKRAINE
UZBEKISTAN

TIER 3

ALGERIA
BELARUS*
BELIZE
BURUNDI
CENTRAL AFRICAN REPUBLIC
COMOROS*
EQUATORIAL GUINEA
ERITREA
THE GAMBIA
GUINEA-BISSAU
IRAN
KOREA, NORTH
KUWAIT
LIBYA
MARSHALL ISLANDS*
MAURITANIA
RUSSIA
SOUTH SUDAN
SYRIA
THAILAND
YEMEN
VENEZUELA
ZIMBABWE

SPECIAL CASE

SOMALIA

* *Auto downgrade from Tier 2 Watch List*



Boundary representation is not authoritative.

TIER PLACEMENTS

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

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2008	109 (18)	90 (20)	7,799	10
2009	325 (47)	117 (30)	10,861	8
2010	272 (168)	163 (113)	9,626	5
2011	340 (45)	217 (113)	8,900 (5,098)	2
2012	493 (273)	252 (177)	10,043 (6,544)	4
2013	572 (245)	341 (192)	10,096 (2,250)	7
2014	811 (49)	317 (33)	9,523 (1,308)	4

The above statistics are estimates only, given the lack of uniformity in national reporting structures. The numbers in parentheses are those of labor trafficking prosecutions, convictions, and victims identified. The number of victims identified includes information from foreign governments and other sources.



EAST ASIA & PACIFIC

Boundary representation is not authoritative.

TIER PLACEMENTS

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

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2008	1,083 (106)	643 (35)	3,374	2
2009	357 (113)	256 (72)	5,238	3
2010	427 (53)	177 (9)	2,597	0
2011	2,127 (55)	978 (55)	8,454 (3,140)	4
2012	1,682 (115)	1,251 (103)	8,521 (1,804)	4
2013	2,460 (188)	1,271 (39)	7,886 (1,077)	3
2014	1,938 (88)	969 (16)	6,349 (1,084)	3

The above statistics are estimates only, given the lack of uniformity in national reporting structures. The numbers in parentheses are those of labor trafficking prosecutions, convictions, and victims identified. The number of victims identified includes information from foreign governments and other sources.



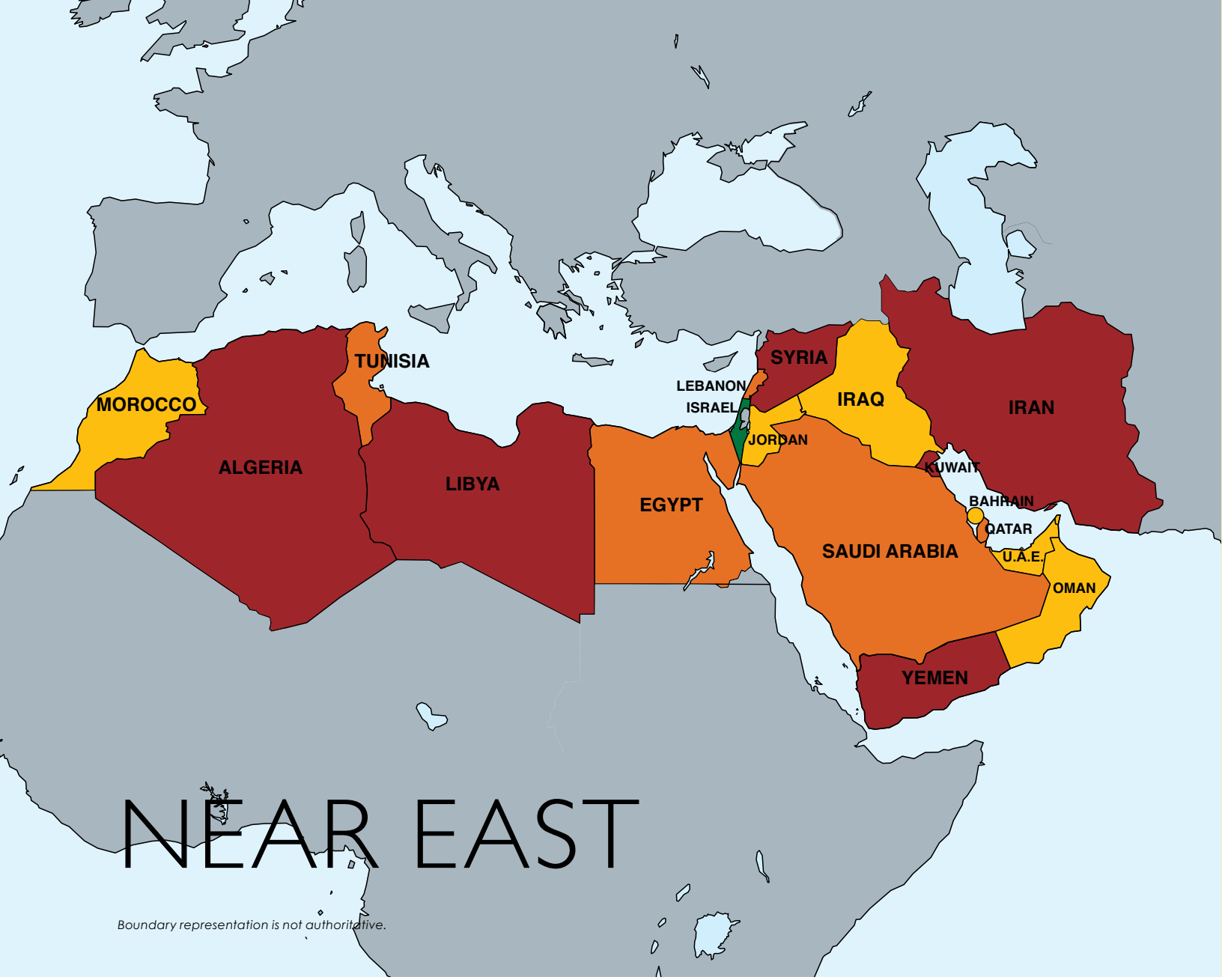
* ***Islands in the Caribbean Sea***—*although part of the Kingdom of the Netherlands, Aruba, Curaçao and St. Maarten are covered by the State Department's Bureau of Western Hemisphere Affairs.*

TIER PLACEMENTS

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

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2008	2,808 (83)	1,721 (16)	8,981	1
2009	2,208 (160)	1,733 (149)	14,650	14
2010	2,803 (47)	1,850 (38)	8,548	4
2011	3,188 (298)	1,601 (81)	10,185 (1,796)	2
2012	3,161 (361)	1,818 (112)	11,905 (2,306)	3
2013	3,223 (275)	2,684 (127)	10,374 (1,863)	35
2014	4,199 (197)	1,585 (69)	11,910 (3,531)	5

The above statistics are estimates only, given the lack of uniformity in national reporting structures. The numbers in parentheses are those of labor trafficking prosecutions, convictions, and victims identified. The number of victims identified includes information from foreign governments and other sources.



NEAR EAST

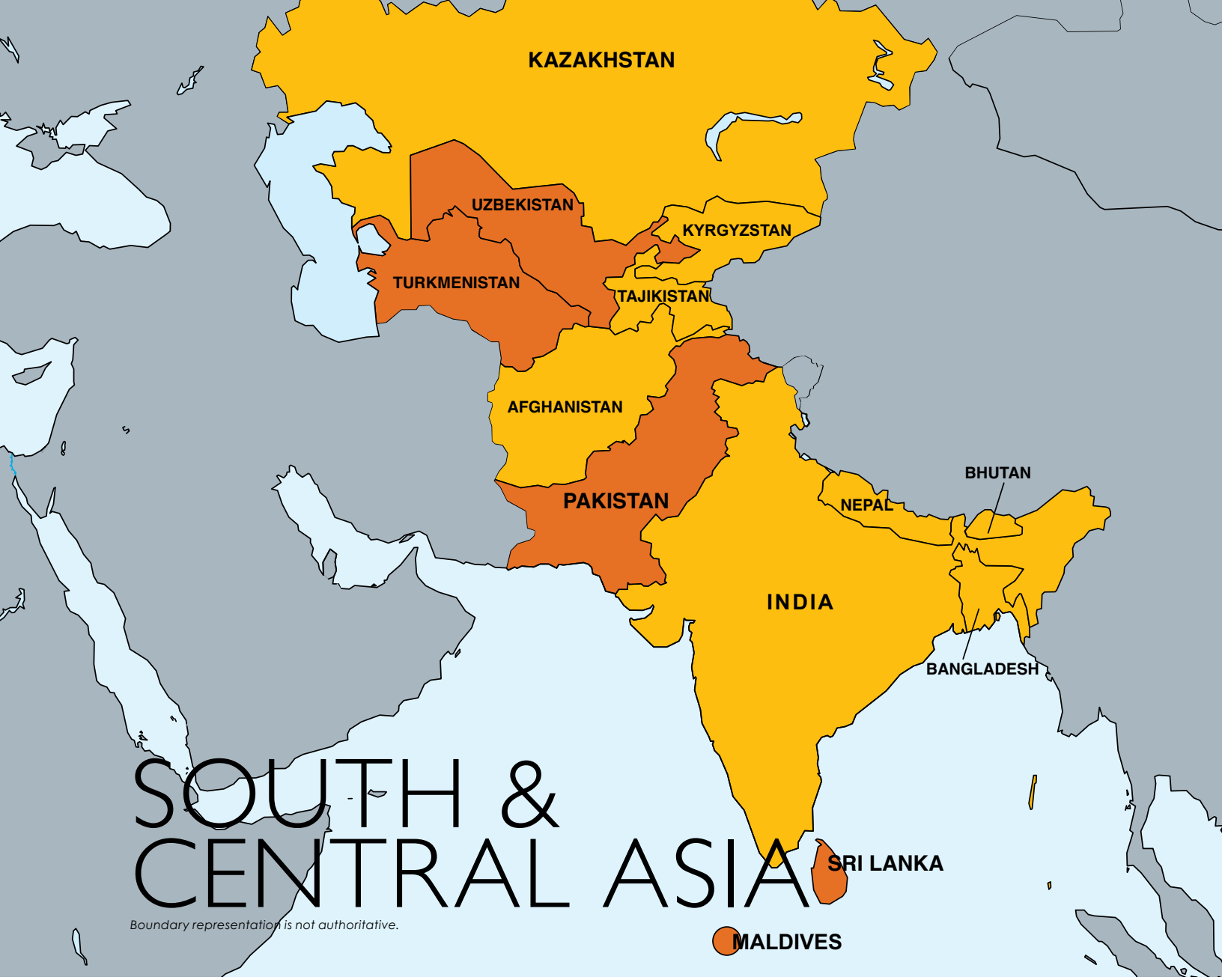
Boundary representation is not authoritative.

TIER PLACEMENTS

Tier 1 Tier 2 Tier 2 Watch List Tier 3

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2008	120 (56)	26 (2)	688	6
2009	80 (9)	57 (8)	1,011	6
2010	323 (63)	68 (10)	1,304	1
2011	209 (17)	60 (5)	1,831 (1,132)	2
2012	249 (29)	149 (15)	4,047 (1,063)	1
2013	119 (25)	60 (4)	1,460 (172)	4
2014	320 (5)	144 (25)	3,388 (2,460)	0

The above statistics are estimates only, given the lack of uniformity in national reporting structures. The numbers in parentheses are those of labor trafficking prosecutions, convictions, and victims identified. The number of victims identified includes information from foreign governments and other sources.



SOUTH & CENTRAL ASIA

Boundary representation is not authoritative.

TIER PLACEMENTS

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

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2008	644 (7)	342 (7)	3,510	2
2009	1,989 (56)	1,450 (10)	8,325	1
2010	1,460 (196)	1,068 (11)	4,357	1
2011	974 (24)	829 (11)	3,907 (1,089)	2
2012	1,043 (6)	874 (4)	4,415 (2,150)	1
2013	1,904 (259)	974 (58)	7,124 (1,290)	5
2014	1,839 (12)	958 (10)	4,878 (1,041)	3

The above statistics are estimates only, given the lack of uniformity in national reporting structures. The numbers in parentheses are those of labor trafficking prosecutions, convictions, and victims identified. The number of victims identified includes information from foreign governments and other sources.



WESTERN HEMISPHERE

Boundary representation is not authoritative.

TIER PLACEMENTS

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

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2008	448 (42)	161 (24)	6,609	5
2009	647 (47)	553 (66)	9,020	1
2010	732 (80)	293 (65)	6,681	6
2011	624 (17)	279 (14)	9,014 (2,490)	3
2012	1,077 (369)	402 (107)	7,639 (3,501)	8
2013	1,182 (207)	446 (50)	7,818 (3,951)	4
2014	944 (67)	470 (63)	8,414 (2,014)	5

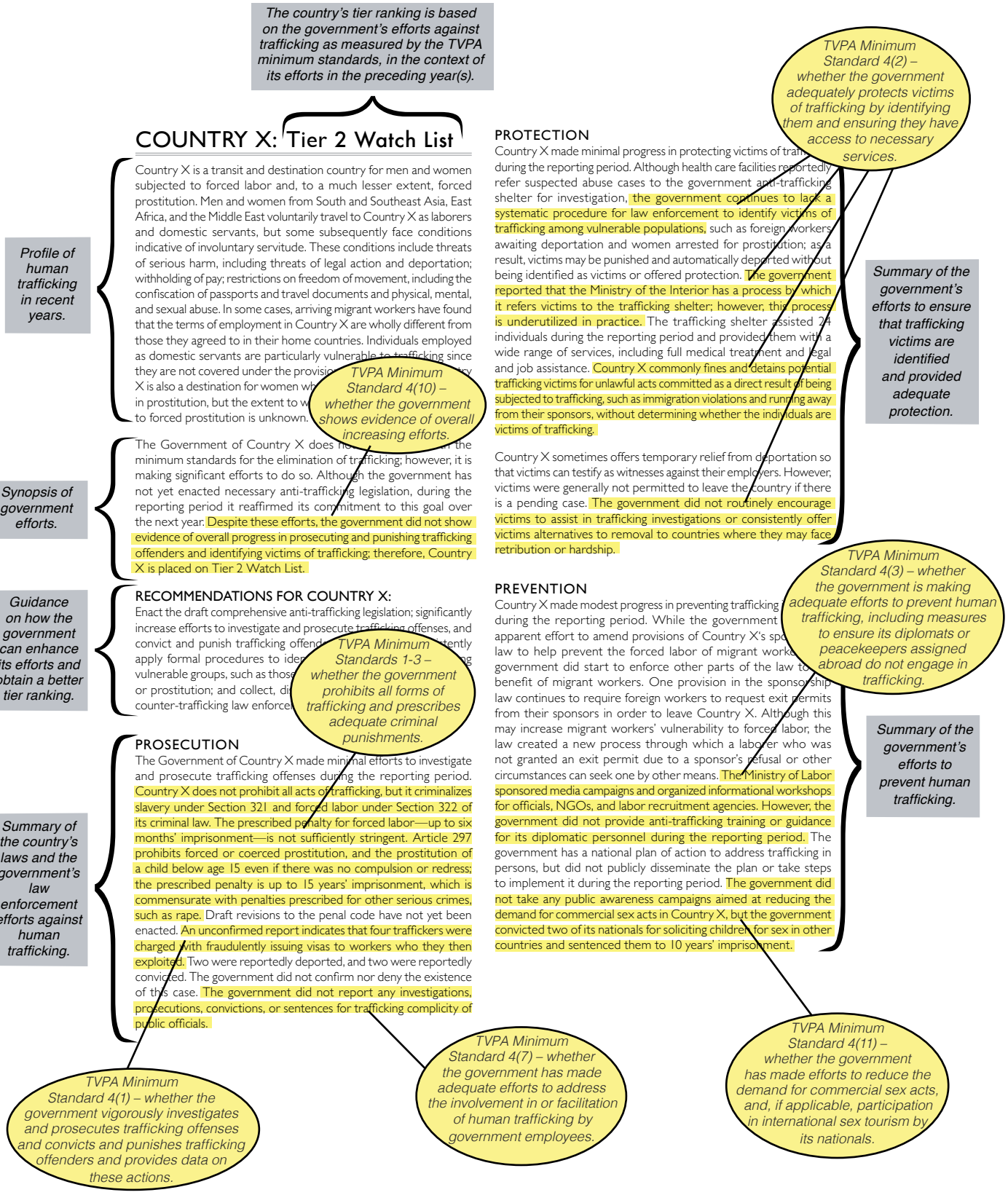
The above statistics are estimates only, given the lack of uniformity in national reporting structures. The numbers in parentheses are those of labor trafficking prosecutions, convictions, and victims identified. The number of victims identified includes information from foreign governments and other sources.



Traffickers in the Republic of the Congo force Congolese and Beninese children into market vending and domestic servitude.

HOW TO READ A COUNTRY NARRATIVE

This page shows a sample country narrative. The Prosecution, Protection, and Prevention sections of each country narrative describe how a government has or has not addressed the relevant TVPA minimum standards (see page 49), during the reporting period. This truncated narrative gives a few examples.



COUNTRY NARRATIVES



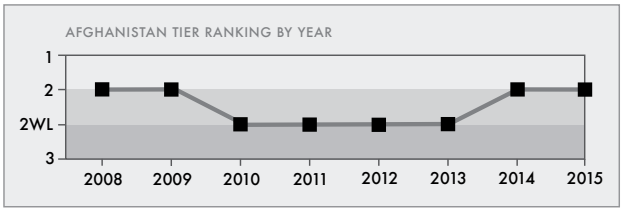
Maisie, a survivor of sex trafficking, tells her story at a faith-based women's shelter in the United States.

AFGHANISTAN: Tier 2

Afghanistan is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Internal trafficking is more prevalent than transnational trafficking. The majority of Afghan trafficking victims are children who end up in carpet making and brick factories, domestic servitude, commercial sexual exploitation, begging, transnational drug smuggling, and assistant truck driving within Afghanistan, as well as in the Middle East, Europe, and South Asia. Afghan boys are also subjected to forced labor in Iran in the construction and agricultural sectors. The majority of Afghan victims in Pakistan are women and girls subjected to trafficking for the purpose of commercial sexual exploitation, including through forced marriages. Some Afghan families knowingly sell their children into prostitution, including for *bacha baazi*—where men, sometimes including government officials and security forces, use young boys for social and sexual entertainment. Some law enforcement officials, prosecutors, and judges accept bribes from or use their relationships with perpetrators of *bacha baazi* to allow them to escape punishment. Other families send their children to obtain employment through labor brokers and the children end up in forced labor. Opium-farming families sometimes sell their children to settle debts with opium traffickers. According to the government and the UN, insurgent groups forcibly recruit and use children as suicide bombers. Boys from Badakhshan, Takhar, Baghlan, Kunduz, and Balkh provinces in the north, as well as those traveling unaccompanied, are particularly vulnerable to trafficking. Some entire Afghan families are trapped in debt bondage in the brick-making industry in eastern Afghanistan.

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

The Government of Afghanistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government acceded to the 2000 UN TIP Protocol, increased convictions of offenders under the trafficking law, and the Afghanistan Independent Human Rights Commission (AIHRC) completed and published a national inquiry into the practice of *bacha baazi*. However, the government's prosecution and victim protection efforts remained inadequate. While victims of trafficking were routinely prosecuted and convicted as criminals for moral crimes, the government failed to hold the vast majority of traffickers criminally accountable for their offenses. Official complicity remained a serious problem and political will to combat the crime was low. Law enforcement and judicial officials continued to have a limited understanding of human trafficking, and the government did not develop or employ systematic procedures for the identification and referral of victims to protective services.



RECOMMENDATIONS FOR AFGHANISTAN:

Cease the penalization of victims for offenses committed as a direct result of being subjected to trafficking; increase prosecutions and convictions under the 2008 anti-trafficking law, while respecting due process; investigate and prosecute officials suspected of being complicit in trafficking; consider amending the 2008 anti-trafficking law to prohibit and penalize all forms of trafficking in persons; strengthen the capacity of the Ministry of Interior (MOI)'s anti-trafficking/smuggling units, including by increasing the number of staff in each region and ensuring their ability to differentiate between smuggling and trafficking; continue to increase the capacity of the High Commission for Combating Crimes of Abduction and Human Trafficking/Smuggling (high commission), and further implement the anti-trafficking national action plan; educate officials at national, provincial, and local levels on the definition of human trafficking, as well as identification, protection, and law enforcement strategies; improve efforts to collect, analyze, and accurately report counter-trafficking data; and implement culturally appropriate long-term victim rehabilitation programs for boys designed for their specialized needs.

PROSECUTION

The government made modest law enforcement efforts; convictions of trafficking offenders increased but official complicity remained a serious problem. The 2008 Law Countering Abduction and Human Trafficking/Smuggling, along with Article 516 of the penal code, prohibits many but not all forms of human trafficking. The law defines sex trafficking of a child only when coercion is used. The law prescribes between eight and 15 years' imprisonment for persons convicted of some forms of labor trafficking and prescribes penalties of up to life imprisonment for those convicted of some forms of sex trafficking. The 2009 Elimination of Violence Against Women law and other provisions of the penal code include penalties for most forms of trafficking. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The interagency high commission reported the government convicted 23 offenders under the trafficking statute, an increase from 14 convictions in 2013. The courts sentenced these offenders to terms of imprisonment ranging from one to 15 years.

Law enforcement and judicial officials continued to have a limited understanding of trafficking. In Dari—the language spoken most widely in Afghanistan—the same word is used for both human trafficking and human smuggling, compounding the confusion. The MOI had a central anti-trafficking/smuggling unit staffed with 16 officers and an additional two officers in each of the 34 provinces; however, officers were not solely dedicated to anti-trafficking, and officials noted two officers per province was

insufficient. International organizations and NGOs continued to provide training in eight provinces to police, prosecutors, and other government officials on investigating and prosecuting trafficking cases; the governor's office in each of those provinces provided venues for some of the trainings.

Official complicity in trafficking remained a serious problem. Reports indicated some government and security officials engaged in the practice of *bacha baazi*. The AIHRC's report revealed the majority of those who engage in *bacha baazi* pay bribes to or have relationships with law enforcement, prosecutors, or judges that effectively exempt them from prosecution. Reports indicated some law enforcement officials facilitated trafficking and raped sex trafficking victims. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government maintained its weak overall efforts to protect victims and penalization of victims continued to be widespread. The government did not develop or employ systematic procedures for the identification of victims and their subsequent referral to protective services. The government, particularly authorities from the Ministry of Labor and Social Affairs, Martyrs, and the Disabled (MOLSAMD) and the Ministry of Women's Affairs (MOWA), in practice referred victims to NGO-run shelters. Police lacked formal guidelines and funding to provide basic care (including water and food) to victims during the investigations. In some instances, police officers paid out-of-pocket for basic victim care. The government did not report the number of victims identified, but an international organization reported the government referred approximately 140 victims to it for assistance in 2014. During the reporting period, three of the four short-term trafficking shelters, owned by MOLSAMD but operated by an international organization, closed due to lack of funding. MOLSAMD assumed some of the operations of the fourth shelter, located in Kabul; an NGO handled the day-to-day operations while MOLSAMD registered the victims and provided security and other reintegration assistance. Similarly, NGOs operated women's protection shelters in 20 provinces that provided protection, legal, and social services to female victims of violence, including victims of trafficking; MOWA registered victims and provided shelter regulations. At times, the government placed child victims in orphanages. There continued to be no shelters for adult male victims.

Despite a directive by the high commission in the previous reporting period to cease prosecution of trafficking victims, victims continued to be penalized for crimes committed as a result of being subjected to human trafficking. Authorities sometimes treated male and female victims as criminals simply for being unchaperoned or for having committed moral crimes. Officials continued to arrest, imprison, or otherwise punish female victims for prostitution or adultery, without regard to whether they had been subjected to forced prostitution, or for escaping from husbands who forced them into prostitution. NGOs reported placement of child trafficking victims in juvenile detention centers, sometimes for several years. Male child sex trafficking victims, including those subjected to *bacha baazi*, were in some cases referred to juvenile rehabilitation centers on criminal charges. Officials sometimes placed male and female victims who could not be accommodated in shelters in prisons.

The government encouraged victims to participate in investigations; however, it did not provide adequate support, security, and protective services for victims to safely do so without supplemental trauma. For example, in one case, officials forced a child trafficking victim to testify in front of his alleged trafficker. Afghan law allows foreign victims to remain temporarily in Afghanistan for at least six months. There was no information the government forcibly deported any foreign trafficking victims in 2014.

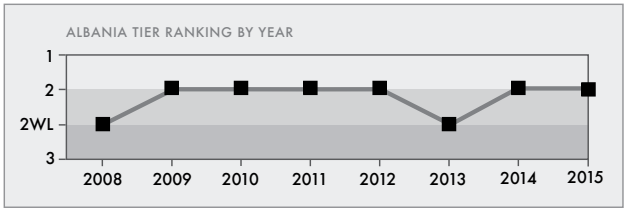
PREVENTION

The government made modest improvements in preventing trafficking. The government continued to organize its anti-trafficking activities through its high commission, which met four times in 2014 and separately held 11 working level meetings; routine attendance by deputy ministers at the meetings improved. The high commission took some limited steps to implement activities set forth in its national anti-trafficking action plan, including the establishment of 32 provincial anti-trafficking commissions, of which 31 were functioning at the close of the reporting period. The Ministry of Education requested all schools spend the first five minutes of the school day on raising awareness about human trafficking and smuggling; there is no information confirming that this directive had been implemented. In collaboration with international organizations, MOLSAMD continued to sponsor television spots warning against trafficking. The AIHRC published a groundbreaking report on the practice of *bacha baazi*, which stated the practice was a kind of human trafficking and proposed recommendations for government action; in the course of gathering information for the report, the AIHRC held 14 public hearings attended by 1,050 people in 14 provinces. However, there was no progress reported toward fulfilling the goals of the action plan signed in January 2011 to combat the practice of *bacha baazi* by the Afghan National Security Forces. The government did not take steps to reduce the demand for commercial sex acts or forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. Afghanistan acceded to the 2000 UN TIP Protocol in August 2014.

ALBANIA: Tier 2

Albania is a source and destination country for men, women, and children subjected to sex trafficking and forced labor. Albanian women and children are primarily subjected to sex trafficking within Albania, in neighboring countries (Kosovo, Macedonia, Montenegro, and Greece), and in other European countries. Albanian and some foreign victims are subjected to forced labor in Albania, particularly in the tourism industry. An increasing number of Albanian children, often of Romani or Balkan Egyptian ethnicity, are subjected to forced begging and other forms of compelled labor in Albania and neighboring countries (Greece, Kosovo, Macedonia, and Montenegro). Some Albanian girls are subjected to sex trafficking or forced labor following arranged marriages. Some foreign women from European countries, including Ukraine, Russia, the United Kingdom, and Norway, are subjected to sex trafficking in Albania. An increasing number of Middle Eastern and African irregular migrants, particularly Syrians, transit Albania to reach Western Europe and are vulnerable to trafficking, though police have yet to identify any as trafficking victims. Corruption and high rates of turnover within the police force inhibit law enforcement action to address trafficking. Official complicity in trafficking crimes remains a significant concern. A sitting member of Parliament had prior convictions for trafficking-related crimes.

The Government of Albania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government significantly improved law enforcement efforts by prosecuting and convicting more traffickers than in 2013, including some traffickers who forced children to beg. The government and NGOs identified more victims, and the government increased funding to the state-run shelter for trafficking victims. Nevertheless, psychological, medical, and reintegration services at the state-run shelter were inadequate. Government funding to NGO shelters was insufficient, and the only shelter providing specialized services for child trafficking victims closed for several months due to a lack of funds; however, in March 2015, the government allocated funding for staff salaries at two NGO shelters. The government continued to investigate and punish victims for unlawful acts committed as a result of their exploitation.



RECOMMENDATIONS FOR ALBANIA:

Increase funding to NGO-run shelters for trafficking victims and provide funding on a regular basis; provide victims free medical and mental health care per the 2014 law and ministerial decision; improve services provided at the state-run shelter; do not punish victims for unlawful acts committed as a direct result of being subjected to trafficking; continue to investigate, prosecute, and convict traffickers, including complicit officials; fund mobile units operated by civil society groups and law enforcement to identify victims; further train police, labor inspectors, and other front-line officials on proactive identification of victims; encourage victims to assist in the prosecution of their traffickers by facilitating participation in the witness protection program and expanding training for prosecutors dealing with victim witnesses; improve the capacity of border and migration police to screen irregular migrants for trafficking indicators; and continue efforts to screen street children for signs of trafficking.

PROSECUTION

The government increased anti-trafficking law enforcement efforts. Albania's criminal code prohibits sex and labor trafficking under Articles 110(a) and 128(b), which prescribe penalties of eight to 15 years' imprisonment. These penalties are sufficiently stringent and exceed those prescribed for other serious crimes, such as rape. The Serious Crimes Prosecutor's Office investigated 39 suspected traffickers in 2014, an increase from 24 suspects in 2013. The government did not disaggregate law enforcement data to demonstrate efforts against both sex trafficking and forced labor. The government prosecuted 18 defendants in 2014, a large increase from three prosecuted in 2013. Courts convicted nine traffickers, a significant increase from two traffickers convicted in 2013. All convicted traffickers received prison sentences ranging from 10 to 20 years. Observers expressed concern authorities sometimes prosecuted traffickers for the lesser crime of "exploitation of prostitution" rather than trafficking because the two laws overlap in some areas. Exploitation of prostitution carries a punishment of two to five years' imprisonment, and up to 15 years' imprisonment under aggravated circumstances. Victims of the crime are not protected from prosecution for unlawful acts committed as a result of their exploitation. Authorities often applied the lesser charge because it was easier to investigate and prosecute, and some mistakenly only recognized cases involving cross-border movement as trafficking. Border police began screening irregular migrants at Albania's southern border with Greece for trafficking indicators but needed more training on migrant interviewing and translation assistance. During 2014, the government trained 333 judges, prosecutors, and police officers on investigation and prosecution of traffickers and victim identification and protection. High turnover rates hampered the efficacy of police training. The government did not report any investigations, prosecutions, or convictions of government officials complicit in trafficking offenses.

PROTECTION

The government continued to identify and assist victims but did not provide adequate funding for victim services. The government and NGOs identified 125 potential victims of trafficking in 2014, compared with 95 in 2013. Of these, 37 received official victim status after agreeing to undergo a formal interview with authorities required to obtain official victim status. The government identified 64 victims and NGOs identified 61. About half (62) of all identified victims were minors and 108 were female. Seventy-eight victims were subjected to forced prostitution, and one victim was subjected to forced labor. Twenty-three victims were forced to commit petty crimes, and 13 were forced to beg. Ten victims were subjected to both sex trafficking and forced labor, including forced begging. Victims could access assistance at four shelters comprising the National Shelter Coalition, three of which were operated by NGOs and one of which was state-run. NGO shelters assisted 74 victims, and the state-run shelter assisted 42. The government provided 19,770,000 lek ($198,000) to the state-run shelter in 2014, compared with 18,240,000 lek ($182,000) in 2013. The government did not provide adequate funding to NGO shelters, allocating 2,757,200 lek ($27,800) strictly for food expenses, of which NGOs reportedly received 1,903,512 lek ($19,000). NGO shelters operated under severe financial constraints throughout 2014. The government did not disburse funds from its Special Fund for Crime Prevention, which held at least 25 million lek ($250,000), even though the law stipulated these funds be used to support trafficking victim service providers. The only shelter providing specialized services for child trafficking victims, run by an NGO, closed for several months due to lack of funds, though the government gave 1 million lek ($10,000) in January 2015 to enable the shelter to reopen for three months. In March 2015, the government appropriated funds to pay for several staff member salaries at two NGO shelters. Observers noted the state-run shelter needed renovation and its staff provided inadequate psychological, medical, and reintegration services. Foreign victims had access to the same services as domestic victims, including legal assistance. Male victims were accommodated in apartments. The government amended the law in October 2014 to provide free healthcare to up to 200 trafficking victims per year and passed a decision in November 2014 to provide victims free mental healthcare. Victims did not yet benefit from the changes, however, because service providers awaited implementation guidelines from the government. The government ran a program that incentivized companies to hire former trafficking victims, but observers reported some companies forced former victims to work without proper compensation.

A law enacted in July 2014 explicitly gave police the responsibility to identify and refer victims to assistance. The government increased the number of law enforcement and social worker child protection units to 196 in 2014; the units had a direct role in identifying child victims and ensuring their protection, although they remained underfunded and understaffed. NGO-operated mobile units identified 57 potential trafficking victims in 2014, but two of the three units shut down due to lack of funding, while the third was scheduled to cease operations in April 2015. The government trained 75 police officers, social workers, healthcare practitioners, and labor inspectors on victim identification and referral. NGOs reported authorities did not proactively identify victims in general. Victims who testified against traffickers had access to the witness protection program, but no trafficking victims participated in the program. Eight victims testified against traffickers. Prosecutors outside Tirana lacked training on working with victim witnesses. Albanian law provided foreign victims a three-month reflection period with temporary residency status and authorization to work for up to two years, though the government had yet to grant this status to a victim. Victims could obtain restitution from the government or file civil suits against traffickers, but no victims received restitution in 2014. Albanian law exempts victims from punishment for crimes committed as a result of their exploitation, but NGOs reported one victim was sentenced to six months' imprisonment for prostitution, while other victims were investigated for prostitution and theft.

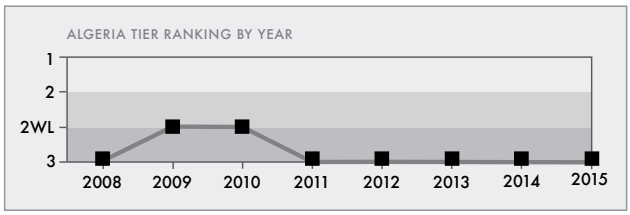
PREVENTION

The government maintained considerable efforts to prevent trafficking. The government adopted a 2014-2017 national strategy and action plan to combat trafficking in November 2014. The government provided the national anti-trafficking coordinator's office 4.7 million lek in 2014 ($47,000). The national coordinator published regular activity reports on its website and regularly convened stakeholders belonging to the national referral mechanism. However, a special taskforce formed in 2013 to improve anti-trafficking coordination between police, prosecutors, and judges did not meet. Twelve regional anti-trafficking committees comprised of local officials and NGOs worked on finalizing local action plans on prevention and victim assistance. The national coordinator's office, the state police, and the State Labor Inspectorate signed a memorandum of understanding to identify forced labor cases. Local NGOs and international organizations conducted a study of street children, one-third of whom said their parents forced them to work. Based on this study, the government launched a pilot program to combat child begging in Tirana, which led to the placement of 11 children in social care institutions; police charged five suspects with exploitation of children for begging, and two parents were prosecuted for child exploitation. The government co-established a free hotline and a mobile application for citizens to report suspected trafficking cases. The government conducted a week-long campaign on trafficking, including media and billboard ads and discussions with secondary and university students. The government co-sponsored two trainings to sensitize hotels and tour operators on sex and labor trafficking. The government did not demonstrate efforts to reduce the demand for commercial sex or forced labor. The government provided anti-trafficking guidance for its diplomatic personnel. The national coordinator briefed Albanian diplomats stationed in seven cities on human trafficking regulations.

ALGERIA: Tier 3

Algeria is a transit and, to a lesser extent, destination and source country for women subjected to forced labor and sex trafficking and, to a lesser extent, men subjected to forced labor. Civil society groups report Algeria is increasingly becoming a destination for both undocumented migration and human trafficking. Criminal networks, which sometimes extend to sub-Saharan Africa and Europe, are involved in human trafficking and smuggling. Sub-Saharan African men and women, often *en route* to neighboring countries or Europe, enter Algeria voluntarily but illegally and frequently with the assistance of smugglers. Many of these migrants, unable to pay off smuggling fees once they arrive in Algeria, become indebted to traffickers. Female migrants may be forced into prostitution, domestic service, and begging. Diplomatic and NGO sources indicate that Nigerien female migrants begging in Algeria may be forced labor victims and often carry children sometimes rented from their mothers in Niger. Sub-Saharan African men endure domestic servitude; employers often confiscate their identification documents, coercing them to remain in the home to work. Illegal sub-Saharan migrants from Anglophone countries remain particularly vulnerable to forced labor and sex trafficking in Algeria, primarily due to poverty and language barriers. Foreign women and children, primarily sub-Saharan migrants, are forced into prostitution in bars and informal brothels; the traffickers are often the victim's co-nationals. Algerian women, and to a much lesser extent children, endure sex trafficking in Algeria. In 2014, the media and an international NGO reported Vietnamese migrants were forced to work on construction sites for Chinese contractors in Algeria.

The Government of Algeria does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government did not vigorously investigate or prosecute sex trafficking or forced labor crimes. It continued to conflate human trafficking and smuggling, and some officials denied that trafficking existed in the country. The government reported its first conviction ever under the anti-trafficking law, but it did not provide any details other than the nationality of the victim. As in previous years, the government did not identify victims among vulnerable groups and did not provide or refer victims to NGO-run protection services. Due to lack of victim identification procedures, trafficking victims were frequently subject to arrest and detention.



RECOMMENDATIONS FOR ALGERIA:

Investigate, prosecute, and convict sex and labor trafficking offenders, distinct from human smuggling, and punish them with imprisonment; establish formal procedures to guide officials in the identification of victims of forced labor, forced prostitution, and child prostitution, particularly among illegal migrant communities; train officials on these identification measures; establish a policy to ensure identified and suspected victims are not punished for unlawful acts committed as a direct result of being subjected

to human trafficking; establish and implement victim referral procedures, and provide appropriate protection services, including shelter, medical care, psychological care, legal aid, and repatriation assistance, to all trafficking victims; provide support to and establish strong partnerships with NGOs or international organizations that offer protection services to trafficking victims; collaborate with relevant organizations and source country missions to ensure the safe and voluntary repatriation of foreign victims; and raise public awareness of trafficking, including on the differences between human trafficking and smuggling.

PROSECUTION

The government made minimal law enforcement efforts to address human trafficking. Algeria prohibits all forms of trafficking under Section 5 of its criminal code, enacted in February 2009. Prescribed penalties under this statute range from three to 10 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Law No.14-01, adopted in February 2014, criminalizes the buying and selling of children under the age of 18 years, which provides prison terms of three to 20 years' imprisonment for individuals and groups convicted of committing or attempting to commit this crime; however, this law is overly broad and could be interpreted to include non-trafficking crimes such as human smuggling or illegal adoption. The government maintained that human trafficking was not a significant concern in Algeria, and some officials, including law enforcement officers, denied the crime occurred in the country; this sentiment and lack of knowledge severely hindered law enforcement efforts to combat trafficking. It is unclear if the government has an effective system to collect and report anti-trafficking law enforcement data, and officials had difficulty distinguishing between human trafficking and smuggling crimes. From September to December 2014, the government reportedly investigated one potential trafficking case involving 19 Vietnamese nationals allegedly forced to work on a Chinese-contracted construction site; however, the government reported it did not find evidence of trafficking. Though police reportedly conducted an unknown number of investigations of begging, prostitution, and illegal immigration offenses—that could include potential trafficking crimes—it did not arrest any suspected trafficking offenders. The government reported it convicted a trafficker under the anti-trafficking law in December 2014 with a sentence of 10 years' imprisonment; however, the government did not provide any details of the case except that the victim was an Algerian female. By law, Algerian courts must hear testimony from victims to convict suspected traffickers and are thus unable to secure a conviction if a victim has left the country. Despite reports of complicity, the government did not report any investigations, prosecutions, or convictions of government officials complicit in trafficking offenses. A local NGO reported police officers allegedly frequented establishments where women were forced into prostitution, yet there was no evidence to suggest the government investigated or prosecuted these officials. Though the General Directorate for National Security maintained six brigades of police officers specialized in illegal immigration and human trafficking, it was unclear whether they received adequate training on anti-trafficking measures.

PROTECTION

The government made no progress in its efforts to identify or protect trafficking victims. With the exception of a female Algerian victim identified in the only prosecuted trafficking case from December 2014, the government did not report identifying other trafficking victims during the reporting period. It also did not develop or employ systematic procedures for the identification of trafficking victims among vulnerable populations, such as undocumented migrants and foreign women arrested for prostitution. Because of a lack of identification procedures, authorities reported difficulty identifying victims among large, close-knit migrant populations. In September 2014, an NGO referred to the government a potential forced labor case involving 19 Vietnamese nationals forced to work on a Chinese-contracted construction site; however, it is unclear if the police ever referred the individuals for any type of protection services. Government officials relied on victims to self-report abuses to authorities; however, NGOs reported trafficking victims among the migrant populations did not report potential trafficking crimes to the police for fear of arrest and deportation. Civil society organizations reported police frequently arrested and temporarily jailed trafficking victims for unlawful acts committed as a direct result of being subjected to human trafficking, such as engaging in prostitution or lacking legal immigration status. The government did not provide protective services, including shelter, to trafficking victims, nor did it have a formal mechanism to refer potential victims to protection services operated by civil society groups or NGOs. The government encouraged trafficking victims to participate in investigations or prosecutions of trafficking offenders. It is unclear if the government provided foreign victims with legal alternatives to their removal to countries where they faced retribution or hardship.

PREVENTION

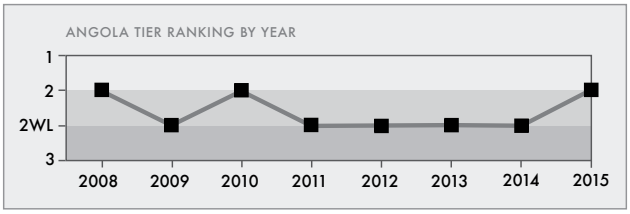
The government made no progress in its efforts to prevent human trafficking. While the government's inter-ministerial committee continued to meet monthly, it failed to take tangible anti-trafficking efforts, and some government officials continued to deny human trafficking existed in Algeria. Furthermore, the government did not conduct anti-trafficking public awareness or educational campaigns, and it did not attempt to forge effective anti-trafficking partnerships with civil society organizations. The government did not report taking measures to reduce the demand for child sex tourism among Algerians traveling abroad. The government took actions to reduce the demand for commercial sex acts, but it is unclear if it made efforts to reduce the demand for forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

ANGOLA: Tier 2

Angola is a source and destination country for men, women, and children subjected to sex trafficking and forced labor. Angolans are forced to labor in the agricultural, fishing, construction, domestic service, and artisanal diamond mining sectors within the country. Chinese nationals in Angola exploit Angolan children in brick-making factories, construction, and rice farming activities. Girls as young as 13 years old endure prostitution. Angolan adults use children under the age of 12 for forced criminal activity, as children cannot be criminally prosecuted. Some Angolan boys are taken to Namibia for forced labor in cattle herding, while others are forced to serve as couriers as part of a scheme to skirt import fees in cross-border trade with Namibia. Angolan women and children are subjected to domestic servitude and sex slavery in South Africa, Namibia, and European countries, including the Netherlands and Portugal.

Women from Vietnam, Brazil, and potentially other countries involved in prostitution in Angola may be victims of sex trafficking. Some Chinese women are recruited by Chinese gangs and construction companies with promises of work, but later are deprived of their passports, kept in walled compounds with armed guards, and forced into prostitution to pay back the costs of their travel. Chinese, Southeast Asian, Namibian, Kenyan, and possibly Congolese migrants are subjected to forced labor in Angola's construction industry; conditions include the withholding of passports, threats of violence, denial of food, and confinement. At times, workers are coerced to continue work in unsafe conditions, which at times reportedly resulted in death. Chinese workers are brought to Angola by Chinese companies that have large construction or mining contracts; some companies do not disclose the terms and conditions of the work at the time of recruitment. Undocumented Congolese migrants, including children, enter Angola for work in diamond-mining districts, where some endure forced labor or sex trafficking in mining camps. Trafficking networks recruit and transport Congolese girls as young as 12 years old from Kasai Occidental in the Democratic Republic of Congo to Angola for various forms of exploitation.

The Government of Angola does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government demonstrated increased interest in trafficking in persons issues and made efforts to improve its capacity to address the crime. In 2014, the government acceded to the 2000 UN TIP Protocol and established the Inter-Ministerial Commission to Combat Trafficking in Persons—both noteworthy accomplishments. The government increased its training and capacity-building among officials by holding several seminars, roundtables, and workshops, reaching over 400 officials, and conducted awareness campaigns in government media. During the year, the government shared increased information on its efforts to investigate and prosecute trafficking crimes, reporting its investigation of 18 suspected trafficking cases, five of which it sent for prosecution. The government maintained its modest protection efforts, identifying 17 potential child trafficking victims during the year. Nonetheless, it made inadequate efforts to identify and provide protective services to adult victims. In addition, the government has never convicted a trafficking offender, despite years of ongoing reports of construction companies engaged in forced labor. While it investigated the owner of a construction company in 2014, the government did not systematically investigate abuses in the Angolan construction sector or prosecute and hold accountable those allegedly responsible for forced labor of both Angolan and foreign nationals.



RECOMMENDATIONS FOR ANGOLA:

Use revised penal code provisions to investigate and prosecute forced labor and sex trafficking offenses; continue to train law enforcement officials on these provisions; systematically investigate labor trafficking in the Angolan construction sector; develop systematic procedures for the identification and referral of trafficking victims and train officials on such procedures; ensure provision of shelter, counseling, and medical care to both child and adult victims either directly or in partnership with NGOs; collect and analyze anti-trafficking law enforcement data; and organize nationwide anti-trafficking public awareness campaigns.

PROSECUTION

The government continued to make minimal law enforcement efforts during the reporting period. The 1886 penal code, as amended in February 2014, prohibits all forms of trafficking in persons and prescribes penalties of eight to 12 years' imprisonment, which are both sufficiently stringent and commensurate with those prescribed for other serious crimes. Trafficking is criminalized in Chapter III, Articles 19, 20, and 23. Article 19 criminalizes the act of delivering, enticing, accepting, transporting, housing, or keeping of persons for the purposes of sexual exploitation, forced labor, or trafficking of organs, including by force, fraud, or coercion. Article 19 also makes the enticement, transport, or housing of a child for such purposes by any means a trafficking offense; in keeping with international law, it does not require the use of fraud, force, or coercion to prove a trafficking case when a child is the victim. This provision would appear, however, to overlap with Article 22, pimping of minors, which provides a lower penalty of two to 10 years' imprisonment for promoting, encouraging, or facilitating the exercise of the prostitution of children, with enhanced penalties for the use of force, threat, or fraud of five to 12 years' imprisonment; these penalties are not commensurate with those proscribed for other serious crimes, such as rape. Slavery and servitude are separately criminalized in Article 18 with sentences of seven to 12 years' imprisonment. The Law on the Protection and Integral Development of Children of August 2012 prohibits the exploitation of children under Article 7, and Article 33 prohibits the kidnapping, sale, trafficking, or prostitution of children; however, this law fails to define and prescribe penalties for these crimes, limiting its utility.

In 2014, the government reported on law enforcement efforts to address potential trafficking crimes, including its investigation of 18 potential trafficking cases, compared with two in the previous reporting period. Of these, the government initiated prosecution in five cases—the first anti-trafficking prosecutions initiated since 2011. These anti-trafficking law enforcement efforts appeared to focus on investigating potential child trafficking crimes involving transnational movement. The government did not report on progress to initiate prosecutions and convict suspected trafficking offenders from investigations during previous reporting periods, including the 2013 arrest of a Chinese national suspected of fraudulently recruiting children and young adults from Huila to Zaire province for construction work or the 2013 case involving 54 children intercepted *en route* from Huila to Namibe province, allegedly for work on tomato farms. It has never convicted a trafficking offender. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. Due to a culture of corruption, law enforcement efforts were stymied in many areas, including counter-trafficking.

Capacity building was prominent throughout the reporting period, as the government worked aggressively to train its officials on the 2014 anti-trafficking law. The government, at times in partnership with international organizations, trained over 400 officials during the year, compared with 308 in 2013. For example, in November 2014 it organized and funded a two-day seminar for 120 magistrates

on combating trafficking. In July 2014, the police, in partnership with INTERPOL, organized a workshop for 34 police officials on combating trafficking; additional sessions were held for provincial police throughout the country. In addition, national police academy trainings continued to include human trafficking provisions; 144 officials received this training in 2014.

The government maintained a labor agreement with the Government of China that requires Chinese companies to follow Angolan labor laws. During the year, it collaborated with the Kenyan government on the investigation of an alleged trafficking network involving 11 Kenyan victims and a Kenyan-based construction company in Luanda; officials investigated the Luanda-based owner of the construction company, who remained under investigation but was not in police custody at the end of the reporting period. However, Angolan authorities have not sought to criminally prosecute construction companies and employers, including Chinese-run operations, for alleged forced labor abuses.

PROTECTION

The government made minimal efforts to protect victims. The government identified and rescued 17 potential trafficking victims, compared with 21 potential trafficking victims identified the previous year. The National Institute of Children (INAC) assisted 15 child victims of sex and labor trafficking during the reporting period, providing food, shelter, education, and psychological assistance where available. In one case, the police removed a child forced to work on a farm and referred her to a child support center in Huila, which provided some legal and psychological assistance, as well as basic education to children. In a sex trafficking case, the Director of the Office Against Domestic Violence of the Department of Criminal Provincial Investigations in Cabinda provided shelter to a 14-year-old trafficking victim at her home. The child received psychological assistance and was able to go to school during her stay at the director's home. The government did not proactively identify any adult trafficking victims in 2014, including among the large number of Chinese and foreign laborers in the Angolan construction sector, where exploitation is prevalent.

INAC oversaw child protection networks in all 18 provinces that offered health care, legal and social assistance, and family reunification for crime victims under the age of 18. The Ministry of Social Assistance and Reintegration (MINARS), the Ministry of Family and Women's Promotion, and the Organization of Angolan Women operated 30 counseling centers, seven multipurpose shelters, and 52 children's shelters that trafficking victims could access. Vulnerable women in safe houses receive legal counseling and some receive training; however, it was unclear whether any of these services were provided to trafficking victims during the reporting period. All government-run assistance centers are intended to provide some level of legal and psychological assistance to victims. The government coordinated with an international organization to provide an additional 11 victims with support, including shelter and repatriation to Kenya; however, the government did not provide funding or resources to support such efforts.

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

PREVENTION

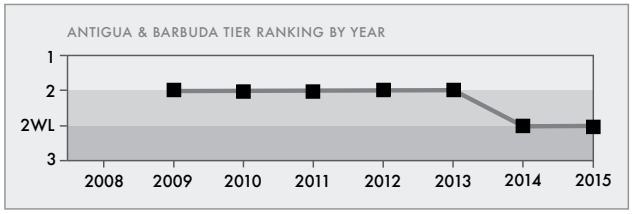
The government increased its efforts to prevent human trafficking. In December 2014, the government established the Inter-ministerial Commission to Combat Trafficking in Persons—under the direction of the Ministries of Justice and Human Rights and Social Assistance and Reintegration—which began oversight of national efforts to protect, assist, and reintegrate into society trafficking victims; the commission met biweekly and began development of a national action plan. In partnership with an international organization, the Ministry of Interior held an information campaign on trafficking in persons targeting border provinces. In July 2014, as part of the International Day to Combat Trafficking in Persons, the Ministry of Interior partnered with three international organizations to raise awareness among 70 representatives of government ministries, Parliament, civil society, and academia. In addition, the Female Police Officers' Association organized a trafficking seminar for over 100 participants. Further, government media included increased reporting on trafficking in persons crimes, characterized as a matter of national concern. The government provided anti-trafficking training or guidance for its diplomatic personnel. The government did not make efforts to reduce the demand for commercial sex acts during the reporting period. In September 2014, the government acceded to the 2000 UN TIP Protocol.

ANTIGUA AND BARBUDA: Tier 2 Watch List

Antigua and Barbuda is a destination and transit country for men, women, and children subjected to sex trafficking and forced labor. Legal and undocumented immigrants from the Caribbean region as well as from Southeast Asia comprise the population most vulnerable to trafficking. The Trafficking in Persons Committee has reported forced prostitution in bars, taverns, and brothels. Forced labor occurs in domestic service and the retail sector. UNICEF has documented children engaging in transactional sex with older men for material goods throughout the Eastern Caribbean; third-party prostitution of children under 18 is a form of human trafficking. Credible sources reiterated concerns of possible trafficking-related complicity by some off-duty police officers providing security at sex trade establishments, though the Royal Antiguan and Barbuda Police Force established a policy prohibiting it.

The Government of Antigua and Barbuda does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing

anti-trafficking efforts compared to the previous reporting period; therefore, Antigua and Barbuda is placed on Tier 2 Watch List. In November 2014, the High Court of Justice declared the criminal penalties of the 2010 Trafficking in Persons Act unconstitutional, impeding efforts to hold traffickers criminally accountable. The government did not report any convictions of traffickers but did charge two individuals with trafficking in persons in two separate prosecutions. Authorities identified and referred seven trafficking victims to an international organization to repatriate those victims who wished to return home and provide assistance to those who wished to stay in Antigua and Barbuda.



RECOMMENDATIONS FOR ANTIGUA AND BARBUDA:

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

PROSECUTION

The government made no discernible progress in convicting and punishing traffickers but charged two individuals with trafficking in persons in two separate cases. Antigua and Barbuda's Trafficking in Persons (Prevention) Act 2010 prohibits all forms of human trafficking, including bonded labor, and prescribes punishments of 20 to 30 years' imprisonment with fines of 400,000 to 600,000 Eastern Caribbean dollars ($148,000 to $222,000). These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The law also includes extensive victim protection measures. However, the high court ruled the anti-trafficking act was unconstitutional because jurisdiction was vested in the Magistrate's Court rather than the high court, a problem noted since the law was initially passed in 2010. In its current form, the law impairs the prosecution's ability to successfully prosecute and convict traffickers. Authorities conducted two sex trafficking investigations, one involving a U.S. citizen charged with three counts of human trafficking and one involving a Dominican Republic national charged with four counts of trafficking in persons. In comparison, authorities investigated three sex trafficking cases in 2013. Barbuda's high court dismissed one prosecution from 2011 in December 2014; the government did not report any new prosecutions, convictions, or punishments of traffickers in 2014. Credible sources raised concerns of possible trafficking-related complicity by government officials and an apparent conflict of interest in the practice of some off-duty police officers providing security for sex trade establishments, an arrangement that would appear to inhibit law enforcement's willingness to investigate allegations of human trafficking in the sex trade and victims' willingness to report offenses. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government made uneven progress in the protection of victims. The gender affairs department continued to provide assistance to victims such as counseling, health care, shelter, food and clothing, assistance to communicate with families, travel arrangements, and assistance with employment, work permits, and immigration relief. Law enforcement authorities screened 16 potential trafficking victims and identified seven adult female trafficking victims, an increase from one suspected sex trafficking victim identified in 2013. The government repatriated three Dominican victims and provided legal residency and work permits to one Dominican and three Jamaicans. The government provides modest financial assistance to NGOs to shelter victims. Gender affairs officials provided shelter and services to the potential victims identified in 2014. The government offered one identified foreign victim long-term residency and integration into Antiguan society as a legal alternative to removal to a country where the victim might have faced retribution or hardship. The government estimated its annual budget for victim protection and assistance at 70,000 Eastern Caribbean dollars ($25,900), which was augmented by an international organization. The 2010 anti-trafficking act protects identified victims from punishment for unlawful acts committed as a direct result of having been subjected to trafficking. The anti-trafficking law establishes that trafficking victims should not be returned to their own countries or a country from which they have been subjected to trafficking without consideration of their safety and the possibility of harm, death, or being subjected to trafficking again.

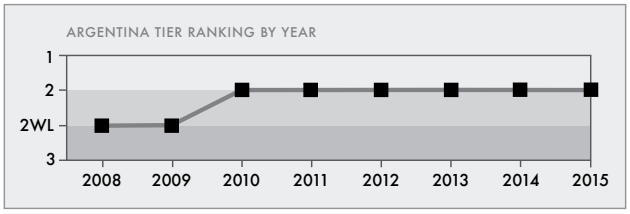
PREVENTION

The government sustained prevention efforts. It continued to operate a gender affairs hotline with operators trained to identify and assist victims; the hotline received four trafficking-related calls in 2014. Authorities continued to distribute public awareness materials and posters in English and Spanish that targeted victims, as well as the general public, and shared information on radio and television. The gender affairs department partnered with other government officials and NGOs to raise awareness about trafficking indicators and available government services, including by visiting two secondary schools and distributing posters throughout the country. The government developed a national anti-trafficking action plan in consultation with an international organization. The Trafficking in Persons Committee included representatives from various government entities and two NGOs and met every six weeks. A separate anti-trafficking taskforce focusing on trafficking investigations and victim protection met at least twice per month in 2014. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government reported raiding two establishments aimed at reducing the demand for forced labor or commercial sex. The government and local NGOs reported no evidence that child sex tourism occurs in Antigua and Barbuda and reported no child sex tourism investigations.

ARGENTINA: Tier 2

Argentina is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Argentine women and children are subjected to sex trafficking within the country, as are women and children from other Latin American countries. To a more limited extent, Argentine men, women, and children are subjected to sex and labor trafficking in other countries. Transgender Argentines are exploited in sex trafficking within the country and in Western Europe. Men, women, and children from Argentina, Bolivia, Paraguay, Peru, and other countries are subjected to forced labor in a variety of sectors, including sweatshops, agriculture, street vending, charcoal and brick production, domestic work, and small businesses. Chinese citizens working in supermarkets are vulnerable to debt bondage. Argentine officials report isolated cases of foreign victims recruited in Argentina and subjected to trafficking in third countries. Some officials, mainly at the provincial level, including police officers and mayors, protect brothels where trafficking occurred. NGOs and officials report that judges receive bribes from traffickers or do not adequately investigate signs of official complicity. A government entity has reported police were complicit in 40 percent of sex trafficking cases either as purchasers of commercial sex or as personal contacts of brothel owners; this serves as a disincentive for victims to report exploitation.

The Government of Argentina does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities identified a significant number of potential trafficking victims, launched a national awareness campaign, and convicted an increased number of traffickers, including three government officials complicit in sex trafficking. Nevertheless, government funding for victim services was insufficient to assist the large number of potential victims identified during the year. Authorities did not report how many victims received specialized services or shelter in 2014, raising concerns that many trafficking victims—particularly in forced labor—might not have access to services beyond emergency assistance. Trafficking-related corruption, mainly amongst government officials at the provincial level, remained a serious concern.



RECOMMENDATIONS FOR ARGENTINA:

Increase funding for specialized victim services, particularly for forced labor victims, in partnership with civil society, at the federal, provincial, and local levels; increase prosecutions and convictions with dissuasive sentences for government officials complicit in trafficking; increase availability of shelter, legal, medical, and employment services for victims; consistently offer foreign victims the opportunity to remain in the country and document how many do so; strengthen efforts to investigate, prosecute, convict, and punish traffickers with sufficiently stringent sentences; strengthen coordination among the federal and provincial governments and NGOs, including through establishing the federal council on human trafficking and implementing an anti-trafficking plan with a budget; improve efforts to collect data on victim identification and assistance to verify that victims receive care beyond emergency services; and continue to train officials and provide guidance on victim identification and assistance.

PROSECUTION

The government maintained law enforcement efforts. Law 26842 of 2012 prohibits all forms of human trafficking and prescribes penalties of four to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The law establishes the use of force, fraud, and coercion as aggravating factors rather than essential elements of the crime, and defines facilitating or profiting from the prostitution of others and illegal sale of organs as human trafficking. The government issued implementing regulations for the law in January 2015; these regulations outline victim assistance procedures and mandate interagency collaboration, among other provisions. Although trafficking is a federal crime, some provincial authorities investigated or prosecuted trafficking cases under different statutes related to exploitation and pimping, making it difficult to collect comprehensive data. Confusion over whether federal or provincial governments had jurisdiction caused significant delays in trafficking investigations and prosecutions.

Authorities did not report the total number of anti-trafficking cases investigated by police in 2014. The anti-trafficking prosecutor's office, which monitored trafficking cases heard by courts in the country, opened investigations of 139 sex trafficking cases and 59 labor trafficking cases. Authorities prosecuted 66 individuals for sex trafficking and 26 for labor trafficking in 2014, a decrease from 249 individuals prosecuted for sex and labor trafficking in 2013. The government convicted 37 sex traffickers and 18 labor traffickers in 2014 and acquitted seven alleged sex traffickers in one case. Sentences ranged from one to 14 years' imprisonment. Authorities did not report how many sentences were suspended, although press reports indicated some traffickers served their sentences on probation, and at least one convicted trafficker continued to operate a brothel where sex trafficking had occurred. In comparison, authorities convicted 39 traffickers in 2013. The government provided anti-trafficking training to police, prosecutors, judicial officials, and other officials, including through a virtual training course. Some provincial judges had limited understanding of trafficking, which at times hampered efforts to hold traffickers criminally accountable. Some government materials and officials incorrectly stated that for the crime of trafficking to have occurred, the victims had to have been transported. In 2014, Argentine prosecutors coordinated with foreign governments on five new transnational trafficking investigations. Authorities initiated investigations and prosecutions for trafficking-related complicity, including charging four mayors in the La Pampa province with tolerating brothels where sex trafficking was suspected. The government convicted three police officers for trafficking in 2014; one received a two-and-a-half year suspended sentence while the other two officers were sentenced to four-and-a-half years' imprisonment. Prior investigations of trafficking-related complicity remained ongoing, including: two separate cases from 2013 in which deputy police chiefs allegedly provided protection to brothels where sex trafficking occurred; a 2010 investigation of over 70 Buenos Aires police officers accused of taking bribes to protect brothels; and a 2010 investigation of the former head of the anti-trafficking police unit accused of running brothels.

PROTECTION

Government efforts to assist victims remained uneven. The Program for Rescue—a team of government officials in Buenos Aires responsible for coordinating emergency victim services nationwide—reported identifying 1,509 potential human trafficking victims in 2014 compared with 1,746 potential victims in 2013. This number may include the total number of individuals encountered during anti-trafficking law enforcement raids, some of whom were likely in exploitative labor without force, fraud, or coercion. Of the potential victims, 942 were women, 564 men, and three were transgender. Authorities did not report how many of these victims were adults or children, how many were Argentine citizens or foreign nationals, or how many were exploited in sex or labor trafficking. Some federal officials had formal procedures of victim identification and assistance, but implementation of systematic procedures to identify victims among vulnerable populations varied by province. Some front-line responders had limited understanding of trafficking. Efforts to identify and assist victims of domestic servitude were weak.

Authorities did not report how many victims they provided with comprehensive services in 2014 or how much funding federal, provincial, or local governments provided for services to trafficking victims. The Program for Rescue took initial victim statements and provided emergency post-rescue care after law enforcement operations to an unspecified number of victims. The Ministry of Social Development oversaw victim services, and each province had a designated government entity responsible for coordinating victim protection at the local level. The quality and level of victim care varied by province, and most provinces lacked dedicated resources to care for trafficking victims, particularly of forced labor. Federal and provincial authorities provided an unspecified amount of funding to one NGO for services for trafficking victims. Most government or NGO shelters provided care for trafficking victims along with gender-based violence or other populations, and authorities did report how many trafficking victims were assisted at shelters or lodged in hotels in 2014. The government announced a new initiative to improve the employment prospects of forced labor victims but did not report how many trafficking victims received employment assistance in 2014. Specialized services were limited, and NGOs reported an acute need for shelter, job training, legal services, and emergency care. The 2012 anti-trafficking law required the government establish a fund for trafficking victims, but this fund was not created in 2014. A new prosecutorial office provided victims assistance during trials and referrals to government services and *pro bono* legal services; this included 80 potential sex trafficking victims and 97 potential labor trafficking victims in 2014. There were no reports of identified victims jailed or penalized for unlawful acts committed as a direct result of their being subjected to trafficking. Authorities did not report how many foreign victims received temporary or long-term residency as authorized by law. It was unclear whether foreign victims were fully informed of residency and assistance options before repatriation. Authorities did not identify or assist any Argentine trafficking victims abroad in 2014.

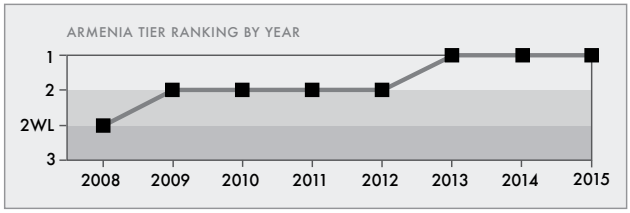
PREVENTION

The government maintained prevention efforts. Authorities passed implementing regulations for the federal council on human trafficking in January 2015, a broad working group mandated by the 2012 law to include federal government entities, provincial officials, and NGOs, but the council did not exist in 2014. The smaller executive council on human trafficking—mandated to implement the initiatives of the federal council—launched a national anti-trafficking awareness campaign in 2014. Authorities did not issue a national anti-trafficking plan as required by law; without a plan, no specific budget allocations could be assigned to new anti-trafficking structures. Some provincial governments undertook prevention efforts. NGOs and municipal authorities continued to express concern about child sex tourism, though there were no reported investigations or prosecutions related to this crime. The government continued proactive efforts to register informal workers and employers in rural areas and investigate non-compliance with labor laws. The national anti-trafficking campaign included efforts to reduce the demand for commercial sex acts, but authorities did not report efforts to reduce the demand for forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel. Argentine troops received anti-trafficking training prior to their deployment abroad on international peacekeeping operations.

ARMENIA: Tier 1

Armenia is a source and, to a lesser extent, destination country for men, women, and children subjected to sex and labor trafficking. The sex and labor trafficking of Armenian women and children within the country is an increasing problem. Women and girls from Armenia are also subjected to sex trafficking in the United Arab Emirates (UAE) and Turkey. Women from China subjected to sex trafficking in Armenia were identified for the first time in 2014. Armenian men are subjected to forced labor in Russia and, to a lesser extent, in Turkey. Armenian women and children are vulnerable to forced begging domestically. Some children work in agriculture, construction, and service provision within the country, where they are also vulnerable to labor trafficking. Men in rural areas with little education and children staying in child care institutions remain highly vulnerable to trafficking.

The Government of Armenia fully complies with the minimum standards for the elimination of trafficking. In 2014, Parliament approved a law establishing standard procedures for the identification, support, protection, and reintegration of suspected and identified trafficking victims across national and local government bodies, NGOs, international organizations, and civil society. The government, however, continued to lack formal victim-witness protection, and fewer victims were identified. Police successfully identified foreign victims subjected to trafficking in Armenia and referred them to care. The government maintained strong collaborative working ties with anti-trafficking NGOs, local media, donor organizations, and regional partners. Courts convicted fewer traffickers



RECOMMENDATIONS FOR ARMENIA:

Improve efforts to identify victims of forced labor, including

by strengthening victim identification training for officials and empowering labor inspectors to identify victims through unannounced visits, and increasing cooperation across law enforcement entities; provide sensitivity training to judges and lawyers to improve treatment of trafficking victims; work with Russian authorities to identify Armenian forced labor victims and prosecute labor traffickers; work with NGOs to find ways to identify and assist Armenian victims in Turkey and reintegrate victims; effectively develop and implement new victim compensation mechanisms for trafficking victims; work with NGOs to improve the safety of victims and ensure their freedom of movement while receiving shelter and assistance; continue awareness-raising campaigns to rural and border communities and to children leaving child care institutions; license, regulate, and educate local employment agencies and agents so they can help prevent the forced labor of Armenians abroad; and continue robust partnerships with civil society groups.

PROSECUTION

The government demonstrated decreased law enforcement efforts, as authorities reported fewer prosecutions and convictions. Armenia prohibits both sex and labor trafficking through Articles 132 and 132-2 of its criminal code, which prescribe penalties of five to 15 years' imprisonment—penalties that are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government investigated 10 new trafficking cases in 2014, the same amount as in 2013; four additional investigations were carried over from 2013. Authorities prosecuted seven defendants, compared with 12 in 2013; one case from previous years was reopened due to new circumstances. Armenian courts convicted seven traffickers in 2014—five for sex trafficking and two for labor trafficking—compared with 15 in 2013. Sentences ranged from six to 11 years' imprisonment. Prosecution of labor trafficking cases remained a challenge for Armenian investigators as most cases happened in Russia, where difficulties collaborating with law enforcement persisted. The Ministry of Social and Labor Affairs conducted trafficking-related training for over 270 civil servants; the government trained approximately 600 police employees and regular officers at the Police Academy, and the Ministry of Justice included trafficking topics in mandatory human rights training for 60 officers and 720 employees of corrections institutions. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The government enhanced efforts to protect identified victims. Parliament adopted the Law on Identification and Assistance to Victims of Human Trafficking and Exploitation, which was scheduled to come into force in June 2015, pending presidential ratification. The law outlines actions for national and local government bodies, NGOs, international organizations, and civil society to identify and support trafficking victims. The government certified two male and 11 female trafficking victims in 2014—one of whom was a child subjected to forced begging within the country—and offered assistance, including referrals to NGO shelters, to all of them. All certified victims were identified by police; the previous year the government certified 18 trafficking victims, of which 17 had been identified by police. Four victims identified in 2014 were Chinese nationals subjected to sex trafficking in Armenia by Chinese traffickers. Five of the 11 female sex trafficking victims identified by Armenian authorities had been subjected to trafficking in Armenia, five in the UAE, and one in Turkey. The absence of diplomatic relations with the Government of Turkey and thus an Armenian Embassy in Turkey hindered the identification of Armenian trafficking victims in Turkey. The government partially funded one NGO that provided shelter to 16 victims, 10 of whom were identified in 2014. A short-term shelter provided support to 12 victims and a longer-term shelter provided assistance to 36 victims. The government and local NGOs jointly provided all victims legal, medical, and psychological assistance; housing; and access to social, educational, and employment projects. Due to security concerns, NGO shelters required adult victims to notify staff when they left shelters unescorted, but victims were free to leave if they no longer wanted assistance. Services were available to female and male victims. There was no special shelter available for child victims; they could be housed in an adult trafficking shelter or referred to a child care institution. The four Chinese victims were provided the same assistance package as Armenian citizens; the four women returned to China in early 2015 with the assistance of the Chinese Embassy and a government co-funded NGO. The government spent 8,728,800 dram ($18,600) for assistance and counseling of children leaving child care institutions, as well as approximately 950,000 dram ($2,000) for scholarships and lump sum assistance. The government did not finalize reforms started in 2013 to address difficulties the Labor Inspectorate experienced in identifying victims of forced labor, including the unification of all state inspectorates. All victims officially recognized by the government assisted police with trafficking investigations. During the last several years, victims reported greater trust in law enforcement when assisting investigations and prosecutions. There were no reports in 2014 of identified trafficking victims being inappropriately detained; they were exempted from criminal prosecution for crimes they were forced to commit as a result of their victimization under law.

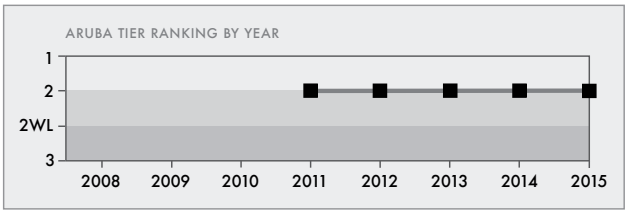
PREVENTION

The government continued robust trafficking prevention efforts. The government disbursed 25,097,400 dram ($53,400) to increase public awareness of trafficking and fund prevention projects. Government agencies used these funds to support a variety of prevention projects and activities, including an anti-trafficking media contest with a cash prize designed to improve professional journalism; awareness-raising workshops and seminars targeting youth, labor migrants, and community representatives; and anti-trafficking public service announcements on national and regional stations during peak viewing periods. The government provided trafficking awareness training to labor inspectors, law enforcement, civil servants, social workers, NGOs, educators, media, and students. The Ministerial Council to Combat Trafficking in Persons, chaired by the Deputy Prime Minister, and the Inter-Agency Working Group against Trafficking in Persons met regularly and continued to coordinate implementation of the government's anti-trafficking action plan in strong partnership with NGOs and international organizations. Two NGOs continued to operate hotlines to assist victims, which were advertised nationally through all forms of media, and hold awareness-raising campaigns at public events. The police continued to maintain a hotline for anti-trafficking and migration-related calls; this number was advertised on a daily television program. The government regularly published reports of its anti-trafficking activities. The government provided anti-trafficking training and guidance for its diplomatic personnel. The government provided anti-trafficking training to Armenian troops before their deployment overseas on international peacekeeping missions.

ARUBA: Tier 2†

Aruba is a source and destination country for women, men, and children subjected to sex trafficking and forced labor. Foreign women, primarily from Colombia and the Dominican Republic, in Aruba's commercial sex trade and foreign men and women in the service and construction industries are vulnerable to trafficking. Chinese men and women working in supermarkets, Indian men in the retail sector and domestic service, and Caribbean and South American women in domestic service are also at risk. A 2013 international organization report identified women in Aruba's regulated and unregulated prostitution sectors, domestic workers, and employees of small retail shops as populations most susceptible to trafficking. This report also noted some children may be vulnerable to trafficking, including children from and/or resident in Aruba providing sexual favors and/or companionship for money and gifts; third party prostitution of children under the age of 18 is a form of human trafficking. Security for sex trade establishments was reportedly sometimes provided by off-duty police officers in the past.

The Government of Aruba does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government increased the maximum jail sentence for human trafficking offenses, criminalized the receipt of services from a trafficking victim if the individual knows the victim is being forced or coerced to provide the services, and investigated a potential case of domestic servitude. Authorities did not formalize standard operating procedures to guide all front-line responders in the proactive identification of trafficking victims and their referral for care. The government's approach to trafficking victim identification and protection remained *ad hoc*. The government did not initiate any new prosecutions during the reporting period.



RECOMMENDATIONS FOR ARUBA:

Proactively identify trafficking victims among all vulnerable groups, including domestic workers, migrants in construction, minimarkets, and retail shops, and women in the regulated prostitution industry and on adult entertainment visas; formalize standard operating procedures on the identification and referral of trafficking victims for all front-line responders; widely disseminate these procedures to encourage their use by staff in community-based youth programs, health workers, labor inspectors, and other officials; vigorously investigate and prosecute trafficking offenses, and convict and punish traffickers; systematically provide information to all immigrant populations upon their arrival in Aruba so they are familiar with their rights and where to go for help; provide the anti-trafficking committee with an independent budget and provide resources to enable the national coordinator to improve anti-trafficking efforts; and finalize and implement the action plan on human trafficking.

PROSECUTION

The government made uneven progress in anti-trafficking law enforcement efforts. Aruba prohibits all forms of trafficking in persons through Articles 203a and 286a of its criminal code. In 2014, the government enacted amendments to the penal code, which increased penalties for trafficking offenses to eight to 18 years' imprisonment. These penalties are sufficiently stringent and are commensurate with those prescribed for other serious crimes, such as rape. The government investigated a potential case of domestic servitude involving an Indian man who worked as a cook and alleged his employer confiscated his passport, restricted his movements, and provided questionable living conditions. The public prosecutor, in coordination with police, determined that the case was not forced labor, despite indicators of trafficking. The government did not prosecute or convict any traffickers in 2014 compared with two convictions in 2013. In April 2014, a judge in Aruba denied a motion from a convicted trafficker for early release. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. The national coordinator for anti-human trafficking and smuggling provided training on trafficking indicators to labor inspectors, physicians employed by the Ministry of Health, police officers and managers, and immigration officials.

PROTECTION

The government made uneven progress protecting victims. Authorities identified one potential labor trafficking victim, a decrease from two potential victims in 2013. The government provided the potential victim with emergency shelter, food, temporary immigration relief, and financial and repatriation assistance. The government reported a policy of providing assistance to victims, including shelter, legal assistance, and medical care, and referring victims to services who called a hotline for victims. Authorities maintained informal, verbal agreements with local NGOs and private sector accommodations to shelter adult victims. Victims were permitted to leave shelters unchaperoned after conducting a risk assessment. Aruba's anti-trafficking taskforce continued to provide law enforcement and social services officials with a checklist of the 10 most common signs of human trafficking. The government allowed victims whose employers were suspected of human trafficking to change employers and could grant temporary immigration relief for three to six months on a case-by-case basis; the government provided this relief to the potential labor trafficking victim. The Aruban criminal code enables trafficking victims to file for restitution not to exceed 50,000 Aruban florins ($28,000) for financial and emotional damages or a civil suit against their traffickers. A multi-disciplinary government team conducted several inspections of construction sites on suspicions of human trafficking; however, no trafficking victims were identified. There were no reports of the government inappropriately punishing victims for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

The government sustained prevention efforts. The anti-trafficking taskforce, led by a national coordinator, coordinated Aruba's anti-trafficking efforts and prevention activities. Officials reported the taskforce lacked adequate staffing and a dedicated budget for

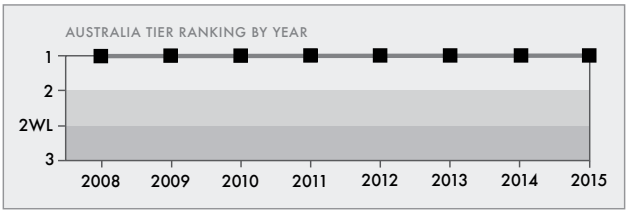
† Aruba is an autonomous entity within the Kingdom of the Netherlands. For the purpose of this report, Aruba is not a "country" to which the minimum standards for the elimination of trafficking in the Trafficking Victims Protection Act apply. This narrative reflects how Aruba would be assessed if it were a separate, independent country.

training, shelter, and other forms of victim assistance. The taskforce continued drafting a 2014-2018 action plan on human trafficking. The government worked with Kingdom partners to update the memorandum of understanding about next steps in the anti-human trafficking effort. The government continued to promote a trafficking awareness campaign, which included posters and flyers in four languages targeting both victims and the general public and linked to a hotline staffed by the national coordinator trained to assist trafficking victims. In an effort to reduce the demand for commercial sex acts, 2014 amendments to the criminal code criminalized the receipt of services from a trafficking victim if the individual knows the victim is being forced or coerced to provide the services. The government did not report efforts to reduce the demand for forced labor. There were no known reports of child sex tourism occurring in Aruba or of Arubans participating in international sex tourism. The government provided anti-trafficking training or guidance for its diplomatic personnel.

AUSTRALIA: Tier 1

Australia is primarily a destination country for women and girls subjected to sex trafficking and, increasingly, for women and men subjected to forced labor. Child sex trafficking occurs involving a small number of Australian citizens, primarily teenage girls, as well as foreign victims exploited within the country. Some women from Asia and—to a lesser extent—Eastern Europe and Africa migrate to Australia to work legally or illegally in a number of sectors, including the sex trade. Subsequent to their arrival, some of these women are coerced into prostitution. Some foreign women—and sometimes girls—are held in captivity, subjected to physical and sexual violence and intimidation, manipulated through illegal drugs, and obliged to pay off unexpected or inflated debts to traffickers. Some victims of sex trafficking and some women who migrate to Australia for arranged marriages are subjected to domestic servitude. Unscrupulous employers and labor agencies subject some men and women from Asia and several Pacific Islands, recruited to work temporarily in Australia, to forced labor in agriculture, construction, hospitality, and domestic servitude. Traffickers often operate independently or are part of small organized crime networks that frequently involve family and business connections between Australians and overseas contacts. Many identified victims are foreign citizens on student visas who pay significant placement and academic fees. Unscrupulous employers coerce students to work in excess of the terms of their visas, making them vulnerable to trafficking due to fears of deportation for immigration violations. Some foreign diplomats allegedly subject domestic workers to forced labor in Australia.

The Government of Australia fully complies with the minimum standards for the elimination of trafficking. The government prosecuted more suspected traffickers than in the previous reporting period, though it failed to convict any offenders. The government increased the number of victims identified and referred to the government-funded support program. It continued awareness efforts to combat child sex tourism, but unlike in 2013, it did not prosecute or convict any Australian nationals for such crimes. The government also launched a five-year national action plan to combat human trafficking.



RECOMMENDATIONS FOR AUSTRALIA:

Vigorously investigate and prosecute trafficking offenses, and convict and stringently sentence sex and labor traffickers; continue to increase efforts to train police and other front-line officers to recognize indicators of trafficking and respond to suspected cases of both sex and labor trafficking; strengthen efforts to proactively identify trafficking victims among vulnerable groups, such as undocumented migrants or workers filing civil grievances; require social service providers to be present when conducting initial screening interviews with victims; develop methods to expedite visas for victims; sustain and increase funding to NGOs for robust victim protection services; consider establishing a national compensation scheme for trafficking victims; implement the national action plan to combat trafficking, launched in December 2014; continue to implement or fund awareness campaigns, particularly among rural communities and migrant populations; increase efforts to prosecute and convict Australian child sex tourists; and develop a targeted campaign to raise awareness among clients of Australia's legal sex trade about the links between prostitution and trafficking.

PROSECUTION

The government made modest anti-trafficking law enforcement efforts. Australia prohibits sex and labor trafficking and trafficking-related offenses through divisions 270 and 271 of the Commonwealth Criminal Code, which prescribe maximum penalties of 12 to 25 years' imprisonment and fines up to 197,000 Australian dollars ($152,000). These penalties are sufficiently stringent and commensurate with those prescribed for other serious offenses, such as rape. The criminal code, through the 2013 Crimes Legislation Amendment, prohibits forced labor and prescribes penalties of nine years' imprisonment, and the Migration Act of 2007 prohibits exploitation of migrant workers through forced labor, sexual servitude, or slavery and prescribes penalties of up to five years' imprisonment and various fines; these are sufficiently stringent penalties and commensurate with those prescribed for other serious crimes. State and territorial laws criminalize child prostitution.

The Australian Federal Police (AFP) investigated 87 alleged trafficking cases, an increase from 46 the previous year. The government prosecuted nine defendants in 2014, compared with six prosecuted in 2013; it did not report how many, if any, involved labor trafficking. It did not convict any traffickers in 2014, compared with one sex trafficker convicted in 2013. Judicial officials dismissed trials for three alleged traffickers and dropped a trafficking charge against one defendant for undisclosed reasons. The AFP maintained its use of specialized teams to investigate suspected trafficking offenses, and the majority of labor trafficking cases continued to be addressed through civil mechanisms. The government funded and facilitated training on trafficking investigations, legislation, and victim support for 25 police and immigration officers. In October 2014, the AFP and regional police officers began implementing a training module to strengthen front-line officials' capacity to identify and investigate trafficking offenses. The government did

not investigate, prosecute, or convict any government officials complicit in human trafficking offenses.

PROTECTION

The government sustained efforts to protect trafficking victims. Authorities identified 33 potential victims (including 14 for sexual exploitation, eight for forced labor, and 11 where the form of exploitation was unclear), an increase from 21 in 2013, and referred them to the government-funded support program. Only the AFP could identify and refer victims to the government's support program; NGOs provided services for additional victims who were either not recognized by the AFP or who chose not to communicate with law enforcement. Potential victims could typically access accommodation, living expenses, legal advice, health services, and counseling provided by the government. The government continued to provide approximately one million Australian dollars ($775,000) annually to fund its victim support program. In 2014, one repatriated Australian trafficking victim was provided unspecified support through this program. There were no government-run shelters for trafficking victims and few trafficking-specific shelters in the country. In 2014, the government granted 14 Permanent Witness Protection (Trafficking) visas to victims and their immediate family members, which required victims to assist with an investigation or prosecution of a trafficking offense. Local organizations expressed concern that the lengthy delays in processing this type of visa could be a disincentive for victims to pursue the benefit. Victims identified by authorities were not detained, fined, or penalized for unlawful acts committed as a direct result of being subjected to trafficking.

The government's efforts to identify and refer victims of forced labor were limited. Authorities identified the majority of victims through immigration compliance actions, though some victims may have not self-identified out of a fear of detainment and deportation. The government did not ensure social service professionals were present during initial screening interviews, although procedures were in place for law enforcement officers to bring them in at their discretion. Victims could be eligible for compensation through general crime victim schemes at the state and territorial level, but benefits varied by region and could only be granted on the basis of trafficking-related crimes, as trafficking is not a crime in state and territorial law. NGOs reported concerns of victims not always adequately informed about legal avenues available to those who wish to remain in Australia to pursue compensation or civil remedies.

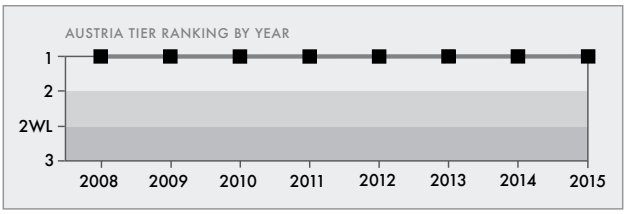
PREVENTION

The government sustained efforts to prevent trafficking. It launched a five-year national action plan to combat trafficking in December 2014, but did not implement it during the reporting period. The government continued to fund the Australian Institute of Criminology to conduct research on human trafficking in the country. The Fair Work Ombudsman conducted awareness campaigns on migrant workers' rights and pursued civil cases through the courts for workplace violations, such as underpayment of wages; however, none of the cases it investigated were referred to the AFP or immigration officials for criminal investigation of potential forced labor. During the reporting year, the AFP facilitated training on all forms of trafficking for various NGOs and delivered a trafficking investigation workshop to officials from 11 countries in the Asia-Pacific region. The government continued to distribute materials to passport applicants outlining the application of Australian child sex laws to Australians overseas. However, unlike in 2013, the government did not prosecute or convict any Australians for child sex trafficking offenses. The government did not take significant steps to reduce the demand for forced labor or commercial sex acts, but continued to demonstrate efforts to raise awareness of and prevent trafficking within its legal sex trade. It provided anti-trafficking training and guidance for its diplomatic personnel prior to being posted abroad.

AUSTRIA: Tier 1

Austria is a destination and transit country for men, women, and children subjected to sex trafficking and forced labor. The majority of identified victims are girls and women subjected to sex trafficking. Victims primarily originate from Eastern Europe (Bosnia and Herzegovina, Serbia, Romania, and Bulgaria) and, to a lesser extent, China, Nigeria, the Middle East, North Africa, Southeast Asia, and South America. Traffickers sometimes lure women by offering fictitious positions, including over social media, as *au pairs*, cleaners, waitresses, or dancers. Forced labor occurs in the agricultural, construction, catering, restaurant, and cleaning sectors, and among domestic laborers in diplomatic households. Authorities are identifying trafficking victims among a growing population of unaccompanied minor asylum seekers, including children from Syria, Afghanistan, and North Africa forced into begging. Physically and mentally disabled persons from Eastern Europe and Romani children are victims of forced begging.

The Government of Austria fully complies with the minimum standards for the elimination of trafficking. The government more than doubled convictions and prosecuted more trafficking cases compared with 2013. The government continued to identify and refer victims in partnership with NGOs and increased funding for victim services. A counseling center for undocumented migrants that opened in May 2014 identified two trafficking victims, and a center for male trafficking victims began offering shelter in March 2015. The government continued its efforts to address and prevent domestic servitude in diplomatic households. The government supported a campaign to sensitize clients of prostitution about sex trafficking and a program to prevent child sex tourism.



RECOMMENDATIONS FOR AUSTRIA:

Deliver sentences to convicted traffickers proportionate to the gravity of the crime; sensitize judges on the challenges trafficking victims face in testifying against their exploiters; enhance efforts to identify victims among irregular migrants, asylum seekers, and individuals in prostitution; review and revise procedures to allow for the issuance of residence permits to victims who agree to testify, particularly EU nationals who do not meet the criteria for residency; continue efforts to identify trafficking victims among children in prostitution and forced begging and men working in sectors vulnerable to labor exploitation; and conduct risk analyses

to ensure repatriated trafficking victims are not returned to countries where they face retribution or hardship.

PROSECUTION

The Austrian government sustained vigorous law enforcement efforts. The government prohibits both sex trafficking and labor trafficking under Article 104(a) of the Austrian criminal code, which prescribes penalties ranging up to 10 years' imprisonment. Article 104 criminalizes "trafficking for the purpose of slavery" and prescribes penalties ranging from 10 to 20 years' imprisonment. The government also prosecuted suspected traffickers under Article 217, which prohibits the movement of people into Austria for prostitution and prohibits the use of deception, threats, or force in the transnational movement of persons for prostitution. Penalties prescribed in Article 217 range from six months' to 10 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape.

The government investigated 147 trafficking suspects in 2014 (75 under Article 217, 69 under Article 104(a), and three under Article 104), compared with a total of 192 investigations in 2013. The government prosecuted 57 trafficking defendants in 2014 (29 under Article 217, 28 under Article 104(a), and none under Article 104), an increase from 40 defendants in 2013 (29 under Article 217, 11 under Article 104(a), and none under Article 104). Austrian courts convicted 49 traffickers in 2014 (26 under Article 217, 23 under Article 104(a), and none under Article 104), a large increase from 20 traffickers in 2013 (18 under Article 217, two under Article 104(a), and none under Article 104). Prison sentences ranged from two months to over five years in 2013, the most recent year for which sentencing data was available, though some sentences were partially or fully suspended by courts. The Austrian intelligence service prioritized investigating forced begging in 2014, which led to convictions of traffickers for this crime. The government continued efforts to address trafficking perpetrated by diplomats posted in Austria. Parties reached a settlement in the case of a foreign diplomat accused of labor exploitation of a household employee; a similar case was pending at the end of the reporting period. The government reported domestic workers intending to work for diplomats increasingly applied for tourist visas in an attempt to evade government scrutiny. Law enforcement, military, labor inspectorate, and judicial personnel received training on victim identification and prosecution of trafficking crimes. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government maintained strong protection efforts. Police, NGOs, and other government institutions identified and assisted 256 female and 12 male victims in 2014, compared with 242 victims in 2013. The government disbursed 838,740 euro ($1.02 million) to a specialized anti-trafficking NGO to assist and house victims, an increase from 542,919 euro ($660,000) disbursed in 2013. The government also disbursed 180,000 euro ($219,000) to a counseling center for male trafficking victims and a counseling center for undocumented migrants opened in May 2014. Government donations comprised the bulk of these organizations' funding. The center for male victims offered secure accommodation beginning in March 2015, and the center for undocumented migrants identified and referred two trafficking victims in 2014. Trafficking victims received emergency shelter, medical care, psychological care, and legal assistance. NGO workers helped victims prepare for court proceedings and helped foreign victims return to their countries of origin. Observers reported the government did not properly conduct return assessments and repatriated Nigerian victims to unsafe conditions. A center for unaccompanied minors assisted child trafficking victims and offered specialized psychological care.

The government granted five foreign victims temporary residence permits in 2014, which allowed them unconditional access to the Austrian labor market. However, victims who were EU citizens could not legally remain in the country unless they met a minimum income requirement; this was reportedly a challenge for most EU victims, and many had to leave though they would have preferred to remain in Austria. Police had special checklists for identifying trafficking victims and proactively screened women in prostitution for trafficking indicators. NGOs reported police identification was generally effective, but staff at health centers was unequipped to identify victims among individuals in prostitution. Asylum officers also had identification checklists, but experts reported they had little knowledge of trafficking and irregular migrants were not regularly screened for trafficking concerns prior to deportation. Victims were granted a 30-day reflection period to receive assistance and decide whether to participate in the prosecution of their trafficker. The justice ministry reported 157 victims assisted in prosecutions during 2014. Victims could testify *via* video conference and could provide anonymous depositions. Nevertheless, most trafficking victims declined to cooperate with authorities due to fear of retaliation by traffickers. Experts reported Austrian judges needed more sensitization training on dealing with trafficked persons as witnesses. Victims could file civil suits for compensation against traffickers, though it was unclear whether any victims collected judgment awards in 2014. There were no known cases of trafficking victims being punished for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

The government continued robust efforts to prevent trafficking. A national anti-trafficking coordinator headed a taskforce that coordinated the government's anti-trafficking efforts and included NGOs. The government published a report on the implementation of its 2012-2014 action plan on its website. The taskforce's labor exploitation working group developed victim identification guidelines for use by labor inspectors and raised awareness among businesses and labor organizations. The government subsidized several publications and television programs on trafficking and funded campaigns to inform women in prostitution and clients of the legal rights of women in prostitution. The government also continued school exhibitions to sensitize Austrian youth to trafficking. The exhibitions were supplemented by a handbook for teachers that contained information on identifying victims. The interior ministry continued to run a 24-hour trafficking hotline and email address. The taskforce distributed leaflets on child trafficking to government authorities and the military. The government continued to cooperate with Germany and Switzerland on the "Don't Look Away" campaign that placed ads against child sex tourism in public transportation. The government reissued the "Global Code of Ethics for Tourism" to tour operators, hotels, and restaurants to combat child sex tourism. The foreign ministry held an event for employees of diplomatic households that led to the identification of a trafficking victim. The government did not make efforts to reduce the demand for commercial sex acts, but did

conduct awareness campaigns to sensitize clients of prostitution about sex trafficking. Austrian troops received government-funded anti-trafficking training conducted by an NGO prior to their deployment abroad as part of peacekeeping missions. The government provided anti-trafficking training and guidance for its diplomatic personnel.

AZERBAIJAN: Tier 2

Azerbaijan is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Azerbaijani men and boys have been subjected to forced labor in Turkey, Russia, the United Arab Emirates (UAE), and Azerbaijan. Women and children from Azerbaijan have been subjected to sex trafficking within the country and in Turkey, Russia, and the UAE. Azerbaijan is a destination country for sex and labor trafficking victims from China, Russia, Turkey, and Uzbekistan. Some migrant workers from Turkey and other countries in Europe and South and Central Asia are subjected to forced labor in Azerbaijan. Azerbaijan was used as a transit country for victims of sex and labor trafficking from Central Asia to the UAE, Turkey, and Iran in previous years. Within the country, some children, particularly those of Romani descent, are subjected to forced begging and forced labor as roadside vendors and at tea houses and wedding facilities. Filipina victims subjected to domestic servitude in Azerbaijan is an emerging problem. In 2014, one police officer was implicated in a trafficking case.

The Government of Azerbaijan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government increased the number of trafficking investigations and convictions, enacted a new national action plan, and introduced new legislation to provide reintegration assistance to vulnerable populations, especially children released from correctional facilities, orphanages, and state-run boarding schools. During the reporting period the government identified three foreign labor trafficking victims, but did not identify any Azerbaijanis subjected to trafficking within the country. The government failed to provide adequate and consistent financial support to NGO partners that provide rehabilitation and reintegration services to victims. Pervasive corruption limited the effectiveness of anti-trafficking regulations and mechanisms.



RECOMMENDATIONS FOR AZERBAIJAN:

Vigorously investigate and prosecute government officials allegedly complicit in human trafficking, and sentence convicted offenders with dissuasive penalties; strengthen efforts to identify foreign and domestic victims of labor trafficking by law enforcement within the country by creating standard operating procedures; increase law enforcement efforts against traffickers, including individuals or companies that subject migrant workers to forced labor, and increase the number of convicted offenders sentenced to time in prison; improve communication among government agencies, including about victim referrals and potential cases; formalize the role of NGOs and other stakeholders in the National Referral Mechanism; increase funding to victim service providers and expand the network of providers outside Baku; provide safe accommodation for victims who choose not to cooperate with law enforcement; provide sensitivity training to law enforcement officers, prosecutors, and the judiciary, including on how to work with trafficking victims who have experienced psychological trauma; strengthen the capacity of the State Migration Service to identify and refer foreign trafficking victims; and target public awareness campaigns to foreign migrant workers, describing indicators of human trafficking and avenues to seek help.

PROSECUTION

The government increased law enforcement efforts. Azerbaijan's 2005 Law on the Fight against Trafficking in Persons and Article 144 of the criminal code prohibit sex trafficking and forced labor and prescribe penalties of five to 15 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government reported investigating 23 sex or labor trafficking cases in 2014, a slight increase from four labor trafficking investigations and 17 sex trafficking investigations in 2013. The total number of prosecutions was unavailable. The government convicted 26 traffickers in 2014, compared with five in 2013; three cases were still pending at the end of the reporting period. Twenty-one traffickers were sentenced to prison: seven received a three to six-year sentence, and 14 received eight- to nine-year sentences. The government acknowledged difficulties in investigating and prosecuting child labor violations due to conflicting bureaucratic mandates and the lack of mechanisms for effective interagency cooperation.

Widespread corruption in Azerbaijan hindered anti-trafficking efforts. Civil society groups continued to report law enforcement bodies did not adequately investigate accusations of forced labor in the construction sector for fear of recrimination by influential figures, including government officials. During the reporting period, the Ministry of Internal Affairs (MIA) identified one criminal case in which a former police officer abused his authority by confiscating the identity documents of a foreign national, limiting his freedom, and subjecting him to forced labor. The officer was dismissed from his law enforcement position, and a criminal case was initiated. Local police were accused in a previous reporting period of accepting bribes from brothels, some of which had sex trafficking victims, to overlook illegal activities. In 2013, the government investigated one case of forced labor of a Filipina domestic worker in the home of a politically connected businesswoman, who was found guilty in May 2014 under the trafficking and forced labor statute and sentenced to eight-and-a-half years in prison. However, the court replaced the jail term with a suspended sentence of one year. Civil society contacts claimed the trafficking victim was deported from Azerbaijan in January 2015.

PROTECTION

The government made some progress to protect and assist victims, although funding for NGOs was insufficient. The MIA Anti-Trafficking Department (ATD) fully renovated the MIA-run shelter in Baku to improve conditions in the shelter, which could accommodate 50 people; however, the shelter was heavily guarded and kept victims within the shelter at all times. Experts

reported the shelters lacked specialized care for victims. In 2014, the government certified 50 women and one girl as sex trafficking victims and three men as labor trafficking victims, compared with 40 sex trafficking victims and 16 labor trafficking victims in 2013. Of the 54 victims certified, 35 women and three men were referred to the MIA-run shelter, where they received legal, medical, and psychological support. The government provided 53 victims with a one-time allowance of 400 manat ($380), 24 victims with jobs, and 35 victims with vocational training. Of the 54 victims, 36 were directed to NGOs, and 51 were directed to the state-run Victim Assistance Center (VAC) for additional social services. Two NGOs provided shelter and care for 48 potential and recognized victims without government funding. According to authorities, provision of these services was not contingent upon a victim's agreement to participate in a law enforcement investigation. The ATD reported allocating 314,330 manat ($298,500) to victim assistance in 2014; however, the government did not provide any funding for victim assistance to the NGO partners that provided shelter and other services for victims. These institutions continue to be significantly underfunded, considering the frequency with which they are asked to provide vital housing, medical, employment, and legal assistance to victims.

The government identified three foreign national victims of trafficking. All three foreign victims received services from the ATD. Although the ATD has a list of indicators for identifying victims, it is unclear how the list is distributed or when it is referenced in the course of an inspection. Experts reported identification procedures were insufficient and expressed concern the government only acknowledged cases involving violent coercion and confiscation of passports to be forced labor. Experts widely reported flaws in the referral process, including the government's failure to officially acknowledge or provide services for victims identified by NGOs. Standard procedures instruct authorities to refer foreign victims to the State Migration Service, as opposed to domestic victims who are referred to the MIA; experts expressed concern the State Migration Service did not consistently identify foreign victims.

PREVENTION

The government continued progress in prevention efforts. The ATD took the lead in drafting the National Action Plan (2014-2018), which was enacted in July 2014, in consultation with international organizations, NGOs, the public, and others. The plan stipulated that shelters be established for youth recently released from correctional facilities—a population vulnerable to trafficking—and that representatives of specified ministries and other government bodies attend anti-trafficking training. It also provided for increased protection of witnesses and included plans to expand shelter and victims' assistance facilities outside of Baku. Multiple civil society representatives praised the explicit implementation timeline and aligned their own work plans to the new national action plan, but some criticized a lack of evaluation metrics in the plan. The plan did not propose an independent evaluation of anti-trafficking efforts, despite GRETA's suggestions.

Most government-supported awareness campaigns targeted Azerbaijani citizens as potential trafficking victims, with an emphasis on international travel and migration. This focus may have perpetuated the government's tendency to inadequately address internal trafficking and Azerbaijan as a destination or potential transit country. The ATD conducted 65 awareness-raising activities in 60 cities and districts, distributed anti-trafficking posters and video clips, and maintained a hotline. The government did not report any new measures to reduce the demand for commercial sex or forced labor. The new national action plan requires training diplomats to protect the rights and interests of Azerbaijani citizens who are discovered as victims abroad, but the training did not address the prevention of diplomats themselves from engaging in trafficking. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

THE BAHAMAS: Tier 1

The Bahamas is a source, destination, and transit country for men, women, and children from other Caribbean countries, South and Central America, and Asia subjected to sex trafficking and forced labor, including in domestic servitude and construction. Vulnerable populations include migrant workers who arrive voluntarily to work as domestic employees and laborers, children born in The Bahamas to foreign-born parents who do not automatically receive Bahamian citizenship, girls exploited in prostitution, and foreign nationals in prostitution and exotic dancing. Traffickers lure victims with false promises and fraudulent recruitment practices, and maintain victims in sex trafficking and forced labor by confiscating passports and restricting movements.

The Government of The Bahamas fully complies with the minimum standards for the elimination of trafficking. The government successfully convicted one trafficker and sentenced two traffickers from previous convictions in 2014, initiated three new prosecutions, adopted a four-year national anti-trafficking strategy and action plan, provided anti-trafficking training to officials, and continued to implement a victim-centered assistance protocol for identified trafficking victims. Victim identification among vulnerable populations in the country remained low, and the government identified no potential Bahamian victims.



RECOMMENDATIONS FOR THE BAHAMAS:

Increase efforts to prosecute, convict, and appropriately punish traffickers; increase efforts to identify victims of sex and labor trafficking, especially among vulnerable groups, by implementing the victim identification and referral protocol; provide all identified victims with adequate protection and assistance; continue to implement protocols to take potential trafficking victims to a safe location while conducting victim identification interviews, as victims often first appear as immigration or prostitution violators and are reluctant to disclose details of their exploitation in a detention or post-raid environment; involve independent interpreters when conducting inspections of migrant worker labor sites, and conduct private interviews of workers; continue to build partnerships with NGOs to increase grassroots outreach with potential trafficking victims among vulnerable groups; and continue development of a nationwide public awareness campaign to educate the public and officials about human trafficking, as distinct from human smuggling, and its manifestations in The Bahamas.

PROSECUTION

The government increased anti-trafficking law enforcement efforts. All forms of human trafficking are prohibited by the Trafficking in Persons (Prevention and Suppression) Act 2008, which prescribes penalties ranging from three years to life imprisonment; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The government reported 13 new labor and sex trafficking investigations involving 50 potential victims from other Caribbean countries, South and Central America, and Asia, a decrease from 15 investigations in 2013. Authorities ultimately classified only seven of the 50 as victims of human trafficking, which highlighted ongoing concerns that officials often view foreign nationals first through the lens of illegal migration rather than as potential trafficking victims. Officials reportedly screened for trafficking indicators in all cases. One trafficker was convicted for sex trafficking, unlawful withholding of identification documents, and promoting prostitution and sentenced to four years' imprisonment. Another trafficker from a previous conviction under the trafficking act and other statutes, was sentenced to 15 years' imprisonment. In addition, the government initiated three new human trafficking prosecutions during the reporting period. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. Government officials funded and delivered training on identifying and assisting victims and investigating and prosecuting traffickers for police, investigators, prosecutors, judges, and other officials. The government provided more than 300 employees of the Royal Bahamas Defence Force (RBDF), Royal Bahamas Police Force (RBPF), Department of Immigration, and Department of Public Health officials with training on human trafficking. All new RBDF and RBPF recruits were required to complete a human trafficking awareness training module.

PROTECTION

The government sustained efforts to protect victims. Authorities continued to implement a formal victim-centered protocol to guide front-line responders in how to identify trafficking victims and refer them to services. In 2014, the government screened 48 potential adult victims—40 adult females and eight adult males—and two potential child victims, all foreign nationals, in connection with 13 new investigations, compared with 15 new investigations in the previous reporting period. Authorities identified seven sex trafficking victims and referred these victims for appropriate care and assistance including housing, medical assistance, psychological counseling, legal assistance, immigration services, and reintegration assistance. The government reported spending approximately 47,600 Bahamian dollars ($47,600) on trafficking victims' care, including subsidies to three NGOs. Authorities placed victims in housing rented by the government and facilitated the repatriation of six identified victims, at their request, while making efforts to ensure their participation in ongoing prosecutions. The government provided foreign victims with legal alternatives to their removal to countries in which they would face retribution or hardship and granted temporary immigration relief. Authorities encouraged trafficking victims to assist in prosecutions and amended criminal procedure and evidence laws in 2014 to allow trafficking victims potential entry into witness protection programs and to make trafficking witnesses' testimony by video admissible. In addition, the Criminal Procedure Code allows trafficking victims to submit statements to the court prior to the sentencing of traffickers.

The 2008 anti-trafficking act also provides victims with immunity from prosecution for unlawful acts committed as a direct result of being subjected to trafficking; however, there were no reports of such immunity being granted in 2014. The UN Rapporteur on Trafficking in Persons expressed concern over the small number of trafficking victims formally identified among vulnerable populations and the government's restrictive immigration policies, which made it difficult for individuals to obtain legal status, thus leaving them vulnerable to trafficking. In response to these concerns, the government mandated all foreign nationals apprehended or arrested be screened for trafficking indicators, developed standard operating procedures, and engaged the public to assist in victim identification. Some potential victims were interviewed while in police custody or in other detention-like settings.

PREVENTION

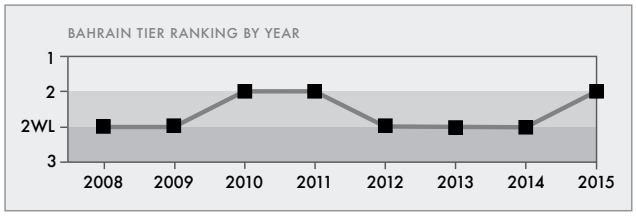
The government increased prevention efforts and took important steps to inform the public and potential victims about trafficking. The government's inter-ministerial committee to coordinate anti-trafficking policy met regularly, as did the government's anti-trafficking taskforce, which was charged with ensuring operational coordination on trafficking cases. The government conducted a nationwide public awareness campaign, which educated students about human trafficking, disseminated pamphlets in various public venues to inform potential victims of their rights and available resources, and continued to air public service announcements on television and radio throughout the country. The government, in partnership with NGOs, developed and approved a 2014-2018 national anti-trafficking strategy and detailed action plan with goals related to government infrastructure, prevention, victim and witness protection, investigation and prosecution, partnerships, an implementation timeline, dedicated financial and human resources, and indicators to evaluate progress. Labor inspectors reported using indicators to screen for trafficking when inspecting labor sites. The government provided anti-trafficking training or guidance for its diplomatic personnel. The government conducted awareness efforts targeted at potential clients of the sex trade or forced labor; it closed some sex trade establishments, conducted random inspections and conducted raids on strip clubs and bars to hold purchasers of commercial sexual services accountable. Authorities did not consider child sex tourism to be a problem in The Bahamas and reported no child sex tourism investigations.

BAHRAIN: Tier 2

Bahrain is a destination country for men and women subjected to forced labor and sex trafficking. Men and women from South and Central Asia, and East Asia; East and West Africa, Uzbekistan, and other countries migrate voluntarily to Bahrain to work as domestic workers or as unskilled laborers in the construction and service industries. In recent years, NGOs observed a greater influx of workers from parts of East Africa. Some migrant workers face forced labor after arriving in Bahrain, experiencing unlawful withholding of passports, restrictions on movement, contract substitution, nonpayment of wages, threats, and physical or sexual abuse. Government and NGO officials report physical abuse and sexual assault of female domestic workers are significant problems in Bahrain; strict confinement to the household, withholding of workers' identity cards and passports, and intimidation by employers prevents some of these workers from reporting abuse. NGOs report male Bangladeshi unskilled workers are in high demand and are considered by employers to be exploitable as they typically do not protest difficult work conditions or low pay.

Domestic workers are also considered to be highly vulnerable to forced labor and sexual exploitation because they are largely unprotected under the labor law. In recent years, reports of suicides among migrant workers have been associated with forced labor, debt bondage, and isolation. A Labor Market Regulatory Authority (LMRA) study in 2011 found 65 percent of migrant workers had not seen their employment contracts and 89 percent were unaware of their terms of employment. Additionally, the study revealed 70 percent of foreign workers borrowed money or sold property in their home countries to secure their jobs, increasing their vulnerability to debt bondage. Women from Asia, the Middle East, Russia, Ukraine, and other Eastern European states are subjected to forced prostitution in Bahrain.

The Government of Bahrain does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to investigate, prosecute, and convict sex trafficking offenders in 2014. The government reported its first criminal prosecutions of forced labor offenses involving five suspected labor traffickers in 2014. In addition, it referred 63 labor violations for criminal prosecution, up from zero the previous year; however, among hundreds of reported labor violations in Bahrain, efforts to investigate and prosecute such cases as serious trafficking crimes or identify potential forced labor victims still remained modest. The LMRA assumed oversight of the national anti-trafficking committee and—in an attempt to better monitor the employment of domestic workers and the modest labor law protections for them—took on management of their visa processing. The government also identified an increased number of victims and continued to refer victims to protection services, including those offered at government-run shelters. It launched innovative awareness-raising efforts, including a social media competition for Bahraini youth to encourage respectful treatment of domestic workers among the general population. Nonetheless, potential trafficking victims—particularly domestic workers who ran away from abusive employers—continued to be arrested, detained, and deported for crimes committed as a direct result of being subjected to human trafficking. Despite past commitments and pledges, the government did not abolish the sponsorship system, which contributed greatly to forced labor and debt bondage in the country.



RECOMMENDATIONS FOR BAHRAIN:

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

PROSECUTION

The government made notable progress in its efforts to investigate, prosecute, and convict trafficking offenses. Bahrain's anti-trafficking law, Law No. 1 of 2008, prohibits all forms of trafficking in persons and prescribes penalties ranging from three to 15 years' imprisonment, which are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Although withholding a worker's passport is illegal and carries a financial penalty under a ministerial order, a worker is required to file a complaint with the police, who have no authority to enforce this law and can only refer a complaint to the court if the employer refuses to return the passport. According to NGO sources, employers often claimed a worker's passport was lost. A Royal Decree enacted in September 2014 expanded authorities' ability to prosecute Bahraini companies that illegally obtain work permits and aimed to prohibit and penalize the falsification of immigration documents.

The government reported it investigated and prosecuted 21 trafficking cases, involving 51 suspects and 56 victims during the reporting period; according to the public prosecutor, five of these cases involved forced labor offenses and 16 included sex trafficking crimes. Additionally, the public prosecutor pursued 46 cases in which employers had withheld payment. Nonetheless, cases of unpaid or withheld wages, passport retention, and other abuses—common indicators of trafficking—were often still treated as labor violations and taken to labor court where offenders received no punishments unless cases were identified as particularly egregious and referred to the public prosecutor. For example, in 2014, the Ministry of Labor (MOL) closed 600 cases of labor law violations; 377 of these cases involved nonpayment of wages and 223 cases involved passport withholding. The MOL employed nearly 40 safety and health inspectors who carried out visits to work and accommodation sites. When a violation was found, the inspector wrote a report on the violation and arbitrated between the site owner and laborer. If arbitration failed, the MOL could refer the case to the prosecutor for criminal trial; in 2014, the MOL referred 63 out of 427 of these pending labor violations to the prosecutor—a significant improvement from the previous reporting period where none of the cases were investigated under the criminal law as potential forced labor offenses. Most of the cases taken to the labor court involved wage payment delays of one to two months. According to the MOL, embassies could also inspect their nationals' living situations, and all workers had the right to file complaints with the MOL. In August 2014, authorities detained and investigated the chief inspector at the LMRA for accepting a bribe in exchange for waiving legal action against an Indian restaurant accused of trafficking its employees; prosecutors dropped this prosecution after the victims recanted their testimony

against the employer and acquitted the inspector in January 2015. Bahraini government officials indicated there was a general lack of awareness of trafficking crimes among working-level police.

PROTECTION

The government made some progress in improving identification and protection of trafficking victims. The government identified 50 suspected trafficking victims in 2014, a significant increase from the 21 victims identified in 2013. Of these victims, 40 were identified as sex trafficking victims and 10 as forced labor victims. The Ministry of Social Development (MOSD) managed a 120-bed domestic violence shelter, which also offered services to female trafficking victims and their children. In 2014, the shelter assisted and provided some medical services to 45 women while their cases were pending in court. Shelter residents could only leave the shelter with a chaperone. The majority of trafficking victims in Bahrain continued to seek shelter at their embassies or at an NGO-operated trafficking shelter. The government provided very limited shelter services to male trafficking victims; however, the MOSD began efforts in 2014 to construct a shelter dedicated to men.

When investigating claims of abuse from domestic workers that ran away from their employers, some police stations reportedly followed up immediately, while others let days or weeks lapse between attempts to contact the employer by phone. This failure to immediately investigate claims of abuse and potential trafficking crimes left victims at risk of further exploitation and without protection services. The Labor Law No. 36 provides some protection to domestic workers, which includes requiring domestic workers be provided a labor contract specifying working hours, annual leave, and bonuses; it also requires the employer pay the worker at least once a month. Nonetheless, the government did not issue guidance on implementation of the law. Police officials did not systematically and proactively identify victims—especially victims among the domestic worker population—in stations across the country. NGO sources reported many domestic workers entered the country illegally or under false pretenses, so they did not benefit from protections in the law. NGO sources assessed punishment of trafficking victims had significantly decreased in comparison to the previous reporting period. Nonetheless, the government did not have policies to protect trafficking victims from punishment for crimes committed as a direct result of being subjected to human trafficking; trafficking victims were punished for employment or immigration violations and subjected to detention and deportation. It continued to lack systematic procedures to identify victims among vulnerable groups, such as domestic workers who fled abusive employers or women arrested for prostitution. The Ministry of Interior's anti-trafficking division used criteria, developed in partnership with an international organization, to assist law enforcement officials to identify trafficking victims. NGOs stated victim identification efforts by police were improving, but remained inconsistent across different stations.

Bahraini officials stated they encouraged victims to participate in the investigations and prosecutions of their traffickers and the public prosecutor was responsible for protecting victims of trafficking crimes during preliminary investigations and court proceedings. While the labor law stipulates foreign workers may change sponsors during investigations and court proceedings, victims were unable to change sponsors while their complaints were being adjudicated by the court. It was unclear how many trafficking victims whose cases were not being adjudicated were able to change sponsors, if any. Workers typically did not file complaints against employers due to distrust of the legal system and lengthy court procedures, inability to afford legal representation, lack of interpretation and translation services, concern over potential loss of residence permits during proceedings, and fear of additional maltreatment at the hands of the employer. In addition to staffing, counselling, and legal support, the government funded the repatriation of third-country nationals to their home countries, but did not report how many victims were provided this assistance during the reporting period. The government provided foreign victims with legal alternatives to their removal to countries where they faced retribution or hardship, including assistance in finding legal work and a new sponsor.

PREVENTION

The government increased efforts to prevent human trafficking by reforming its National Committee to Combat Trafficking in Persons and expanding its awareness campaigns targeting both migrant workers and Bahraini employers. In March 2015, leadership of the committee transferred to the LMRA, the level of participation was raised to the undersecretary level for each ministry, and representatives from the Bahrain News Agency and three human rights-focused NGOs joined. In addition, the government established the Protection of Migrant Workers' Rights Unit within the LMRA to staff the committee, tasked with serving as an information hub and service center for trafficking victims and potential victims, as well as coordinating with other relevant ministries on all cases as they move through the system. The committee met once a month during the reporting period and focused primarily on increasing prosecution, expanding victim assistance, broadening training for government personnel, and raising awareness.

In September 2014, the government transferred its management of domestic worker visa processing to the LMRA, which allowed the government to better monitor domestic workers' places of employment and labor law violations. To ensure timely payment of wages, the LMRA piloted a partnership with a private company to provide employers the ability to set up regular money transfers to debit cards to receive payment. The government did not report how many workers were included in this pilot or whether they would make this a mandatory requirement. The LMRA created an awareness-raising competition targeting Bahraini youth aged 16 to 26 years, calling for either a photo, drawing, short movie, or a poster for the general public submitted *via* social media, to encourage respect for the rights of domestic workers. It distributed pamphlets in English and 13 other languages to foreign workers; it also placed advertisements on public transit, which explained workers' rights and advised victims to contact their embassies or call the LMRA hotline if their rights had been violated. The LMRA also distributed SIM cards containing credit to each foreign employee upon their arrival at the Bahrain Airport. Despite past commitments and pledges, the government did not abolish the sponsorship system, which contributed greatly to forced labor and debt bondage. The government did not make efforts to reduce the demand for commercial sex or forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel.

BANGLADESH: Tier 2

Bangladesh is primarily a source, and, to a lesser extent, a transit and destination country for men, women, and children subjected to forced labor and sex trafficking. Some Bangladeshi men and women who migrate willingly to work in the Middle East, East Africa, South and Southeast Asia, Europe, and the United States subsequently face conditions indicative of forced labor. Before their departure, many migrant workers assume debt to pay high recruitment fees, imposed legally by recruitment agencies belonging to the Bangladesh Association of International Recruiting Agencies (BAIRA) and illegally by unlicensed sub-agents; this places some migrant workers at risk of debt bondage. Some recruitment agencies and agents also commit recruitment fraud, including contract switching, in which they promise one type of job and conditions, but then change the job, employer, conditions, or salary after arrival. Women who migrate for domestic work are particularly vulnerable to abuse. Some women and children are subjected to commercial sexual exploitation and forced labor in India and Pakistan. Some NGOs allege instances of officials on both sides of the India-Bangladesh border allowing human traffickers to operate.

Within the country, some children and adults are subjected to sex trafficking, domestic servitude, and forced and bonded labor, in which traffickers exploit an initial debt assumed by a worker as part of the terms of employment. Street children are sometimes coerced into criminality or forced to beg; begging ringmasters sometimes maim children to increase their earnings. In some instances, children are sold into a form of bondage by their parents, while others are induced into labor through fraud and physical coercion, including in the domestic fish processing industry, or exploited in prostitution. According to an international expert on debt bondage, Bangladeshi families and Indian migrant workers are subjected to bonded labor in some of Bangladesh's brick kilns, some kiln owners sell bonded females into prostitution, purportedly to recoup the families' debts, and some Bangladeshi families are subjected to debt bondage in shrimp farming. Some ethnic Indian families are forced to work in the tea industry in the northeastern part of the country. The Burmese Rohingya community in Bangladesh is especially vulnerable to human trafficking.

The Government of Bangladesh 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 prepare, but did not finalize, the implementing rules for the 2012 Prevention and Suppression of Human Trafficking Act (PSHTA) during the year. The government lacked a formal mechanism to refer trafficking victims to protective services; authorities rescued 2,621 victims and placed nine in government-operated shelters. The government continued to fund nine multipurpose shelters, drop-in centers, and safe homes for victims, including victims of trafficking. While the government reached a labor export agreement with Saudi Arabia requiring employers to pay certain recruitment costs, legal recruitment fees continued to be extremely high.



RECOMMENDATIONS FOR BANGLADESH:

Finalize, adopt, and disseminate the implementing rules for the PSHTA, and train government officials on its implementation; take steps to eliminate all recruitment fees charged by licensed labor recruiters, and enforce violations with criminal sanctions; increase prosecutions and convictions, particularly of labor trafficking, while strictly respecting due process; establish standard operating procedures for the referral of victims to protection services; thoroughly investigate credible allegations of government complicity in trafficking and prosecute offenders who are complicit; enhance the training provided to officials, including law enforcement, labor inspectors, and immigration officers, on methods to proactively identify trafficking cases and refer victims to protection services; expand the support services available to victims within Bangladesh and at Bangladesh's embassies abroad; use the PSHTA to prosecute fraudulent labor recruiters; improve quality of pre-departure trainings, including sessions on labor rights, labor laws, and methods to access justice and assistance in destination countries and in Bangladesh; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government maintained anti-trafficking law enforcement efforts. The 2012 PSHTA generally prohibits and punishes all forms of human trafficking, although it prohibits the fraudulent recruitment of labor migrants only if the recruiter knows the recruited worker will be subjected to forced labor. Prescribed penalties for labor trafficking offenses are five to 12 years' imprisonment and a fine of not less than 50,000 Bangladeshi Taka (BDT) ($640), and prescribed penalties for sex trafficking offenses range from five years' imprisonment to the death sentence. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government continued to prepare the implementing rules for the PSHTA but did not finalize them, and some NGOs reported PSHTA provisions had not been circulated widely among district and local officials. The government provided some anti-trafficking training at the police training academy. The government investigated 146 cases of sex trafficking and 12 cases of forced labor in 2014, compared with 84 sex and two labor trafficking cases in 2013. Authorities prosecuted 449 trafficking cases in 2014, compared with 215 in 2013. All cases were prosecuted under the 2012 PSHTA. The government convicted 15 traffickers in 2014, compared with 14 in 2013. The courts sentenced 12 of the convicted traffickers to life, two to 10 years, and one to seven years' imprisonment.

Alleged official complicity remained a problem. According to one report, politicians, police, and border security forces on both sides of the India-Bangladesh border allegedly used a token system to allow traffickers to evade arrest. In 2014, a Bangladeshi national filed a suit in New York against his former employers, a Bangladeshi consular official and his wife, alleging violations of the Trafficking Victims Protection Act, among other forms of exploitation; the case remains ongoing, and the official has since assumed another diplomatic post. The government reported it charged one public official in 2014 with visa fraud to facilitate human trafficking; however, no additional details were provided on any other efforts to address allegations of official complicity.

PROTECTION

The government made limited efforts to protect victims of trafficking. The government reported the rescue of 2,621 victims in 2014, an increase from 1,090 in 2013; of those rescued in 2014,

2,218 were men, 227 women, and 176 children. Because the government continued to lack a formal mechanism for authorities to refer victims to care, only nine of the 2,621 victims identified were placed in government-operated shelters. The government did not provide services specifically designed for trafficking victims, but victims could access support services for vulnerable people through nine multipurpose shelters, drop-in centers, and safe homes administered by the Ministry of Social Welfare. NGOs provided shelter and services specifically for trafficking victims; police sometimes referred victims to these services on an *ad hoc* basis. The government continued to operate shelters in its embassy in Riyadh and consulate in Jeddah for female Bangladeshi workers fleeing abusive employers; however, overall, officials lacked resources in destination countries to adequately assist labor trafficking victims. Bangladeshi migrant workers could lodge complaints and seek government arbitration on labor and recruitment violations, including allegations of forced labor, with the Bureau for Manpower, Education, and Training (BMET). The arbitration process provided victims with remediation, but rewards were often minimal and did not adequately address illegal activities, including alleged fraud by licensed recruitment agencies.

The PSHTA provided for victim protection during judicial proceedings, including police security and the ability to testify *via* video, but it is unclear how frequently officials employed such protections. NGOs noted insufficient protection resulted in fewer investigations and prosecutions overall. The governments of Bangladesh and India coordinated the rescue and repatriation of child trafficking victims through established standard operating procedures; however, the PSHTA did not provide legal alternatives to the removal of foreign victims of trafficking to countries where they might face hardship or retribution. Unregistered Rohingya refugee trafficking victims may have been at risk of indefinite detention because of their lack of documentation.

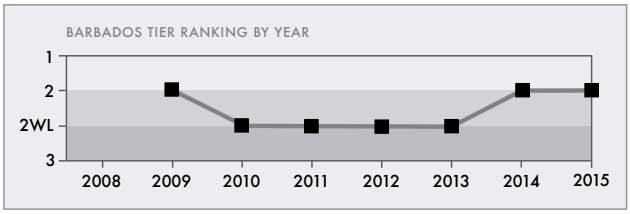
PREVENTION

The government made limited efforts to prevent trafficking, and continued to allow BAIRA to set extremely high and legal recruitment fees and did not exercise adequate oversight to ensure BAIRA's licensing and certification practices did not facilitate debt bondage of Bangladeshi workers abroad. In 2014, BMET canceled four recruitment agencies' licenses, the same number as in 2013, and awarded compensation of 1,393,500 BDT ($17,800) to seven trafficking victims who received legal support to file against the recruitment agencies from a foreign government. In February 2015, the government signed a labor export agreement with Saudi Arabia dictating employers should cover migration costs, including plane fare and medical tests; however, the government did not stipulate the maximum cost or eliminate the processing fee that remained the responsibility of the migrant. The Ministry of Expatriate Welfare's Vigilance Task Force continued to operate with a mandate to improve the oversight of Bangladesh's labor recruiting process. The government continued to facilitate the migration of willing Bangladeshi workers to Malaysia under a government-to-government agreement that aimed to mitigate the impact of private recruitment agencies' high fees and sometimes unscrupulous practices. The government continued to require a 21-day pre-departure training course for Bangladeshi women going abroad to work as domestic servants; the training focused on learning practical skills such as using household appliances, but also included modules on trafficking awareness and self-protection. The government drafted, but did not finalize and launch, the 2015-2017 national plan of action. The Ministry of Home Affairs published its annual report on human trafficking. The government did not fund anti-trafficking awareness campaigns. The government trained military personnel to recognize and prevent trafficking in persons prior to their deployment abroad on international peacekeeping missions. The government did not demonstrate efforts to reduce the demand for commercial sex or forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel. Bangladesh is not a party to the 2000 UN TIP Protocol.

BARBADOS: Tier 2

Barbados is a source country for children subjected to sex trafficking and destination country for men, women, and children subjected to sex trafficking and forced labor. Authorities and NGOs report foreign women have been forced into prostitution in Barbados. Foreigners are subjected to forced labor in Barbados, most notably in domestic service, agriculture, and construction. Legal and undocumented immigrants from Jamaica, the Dominican Republic, and Guyana are especially vulnerable to trafficking. Child sex trafficking occurs in Barbados. Authorities and NGOs also report parents or caregivers subject local and foreign children of both sexes to commercial sex.

The Government of Barbados does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government acceded to the 2000 UN TIP Protocol in October 2014, drafted amendments to its anti-trafficking law to prohibit all forms of human trafficking, and began developing a government-wide anti-trafficking manual. The government did not identify any new trafficking victims, but assisted previously identified trafficking victims during the reporting period. The government did not convict any traffickers; however, police investigated a government official for alleged complicity in sex trafficking crimes.



RECOMMENDATIONS FOR BARBADOS:

Enact and implement amendments to the anti-trafficking law to prohibit all forms of human trafficking and prescribe penalties that are sufficiently stringent (without an alternative of a fine) and commensurate with those prescribed for other serious crimes, such as rape; convict trafficking offenders, including complicit officials, and provide appropriate sentences for their crimes; train law enforcement and prosecutors in proactively identifying, obtaining, preserving, and corroborating evidence to reduce dependence on victim testimony; train and encourage government officials to implement procedures to proactively identify labor and sex trafficking victims among vulnerable populations, such as Barbadians and foreigners in prostitution and migrant workers; provide adequate funding to organizations that assist trafficking

victims; continue to enhance partnership with Barbados' NGO community to combat human trafficking; provide anti-trafficking training to its diplomatic personnel; and make efforts to reduce the demand for commercial sex acts or forced labor.

PROSECUTION

The government made some efforts to prosecute traffickers, including a government official complicit in human trafficking, and acceded to the 2000 UN TIP Protocol; however, there were no convictions of traffickers in 2013 or 2014. Barbadian law does not prohibit all forms of human trafficking, in particular internal domestic trafficking, and does not prescribe penalties for prohibited forms of trafficking that are sufficiently stringent or commensurate with the prescribed penalties for other serious crimes, such as rape. Articles 18, 20, 33, and 34 of the Offenses against the Person Act and Article 8 of the Transnational Organized Crime (TOC) Act of 2011 all address trafficking in persons. Compelling prostitution under Article 20 of the Offenses against the Person Act is punishable by five years' imprisonment, while the transnational trafficking of an adult under the TOC Act is punishable by a potential fine with no jail time, both of which are not commensurate with Barbados' prescribed penalty for rape, which is life imprisonment. The government drafted amendments to the TOC Act to criminalize internal domestic trafficking and indicated amendments would be introduced in 2015. Authorities investigated eight new potential trafficking cases during the reporting period, but only one of the eight suspected cases was determined to be trafficking, and other cases were determined to be fraud or prostitution without all the elements of sex trafficking. The one trafficking case did not result in a prosecution because prosecutors were unable to proceed without the victim's testimony against the alleged trafficker. Authorities continued investigating an immigration official for alleged complicity and misconduct in public office as a result of an April 2013 raid of a local brothel and expected the case to go to trial in 2015. By comparison, authorities initiated three new investigations and no prosecutions the previous year.

PROTECTION

The government made minimal progress in the protection of victims. Officials did not identify any new victims, a decrease from identifying five victims during the previous reporting period. The government continued to shelter the five previously identified victims for part of the reporting period prior to four of the victims' return to Guyana. The government continued to shelter the remaining victim, who received basic education and occupational training, and cooperated with the police to provide evidence against the alleged traffickers in the case. Law enforcement generally referred victims to the gender affairs bureau, which coordinated assistance with local NGOs; the NGOs reported the mechanism worked, but the government is developing a written referral procedure. The government had an agreement with an NGO to provide shelter for male victims of trafficking, though this NGO did not assist any male trafficking victims. Authorities provided some funding to an NGO crisis center that provided shelter and psychological, medical, and occupational services to female victims of violence, including potential trafficking victims, but this funding did not cover costs. This organization and the government's gender affairs bureau cooperated with other NGOs to offer additional services. The government maintained an informal policy allowing foreign victims to receive temporary legal alternatives to their removal to countries where they would face hardship or retribution and provided one victim with temporary residency in 2014. NGOs did not report any trafficking victims detained, deported, fined, or jailed for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

The government made progress in efforts to prevent trafficking. The attorney general led the government's anti-trafficking taskforce, which met monthly and included permanent secretaries from several ministries and NGOs. The taskforce began developing a government-wide anti-trafficking manual, which officials indicated would include details on how authorities should treat victims. The government developed and implemented its annual national action plan to address trafficking in collaboration with various government agencies and NGOs, which resulted in improved cooperation among various agencies. An NGO, with support from the attorney general's office, sponsored a public education campaign on trafficking that included radio public service announcements and community meetings in several churches. Additionally, authorities mounted a poster at the international airport listing elements of trafficking and a hotline victims could use for assistance. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government did not make efforts to reduce the demand for commercial sex acts or forced labor.

BELARUS: Tier 3*

Belarus is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Each year since 2011, more identified victims have been exploited in Belarus than abroad. Belarusian victims exploited abroad are primarily subjected to trafficking in Germany, Poland, Russia, and Turkey, but are also exploited throughout Europe, the Middle East, and in Japan, Kazakhstan, and Mexico. Some Belarusian women traveling for foreign employment in the adult entertainment and hotel industries are subjected to sex trafficking. Since 2006, the government has identified Belarusian, Moldovan, Russian, Ukrainian, and Vietnamese victims exploited in Belarus.

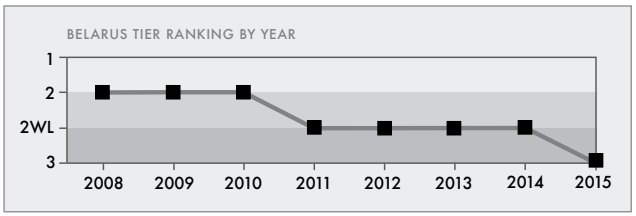
State-sponsored forced labor continues to be an area of concern. In 2014, the government continued the practice of *subbotniks*, which requires employees of the government, state enterprises, and many private businesses to work on occasional Saturdays and donate their earnings to finance government projects. State employers and authorities intimidated and fined some workers who refused to participate. Authorities sent university and high school students to help farmers during the harvesting season without paying them for their labors, in addition to other forced community service projects. Authorities reportedly forced military conscripts to perform work unrelated to military service. A presidential decree effective January 1, 2015, enables authorities to force Belarusians to perform unpaid community service if they are deemed to be "parasites" on the tax base. Belarusians accused of alcoholism or drug dependencies are interned at "medical-labor centers," where they are subjected to compulsory labor. Belarusian parents who have had their parental rights removed are subjected to compulsory labor, and the government retains 70 percent of their wages. Senior officials with the General Prosecutor's Office and the interior ministry stated at least 97 percent of all work-capable inmates worked in jail as required by law, and labor in jail was important and useful for rehabilitation and

reintegration of inmates. Inmates of Belarusian prisons—including political prisoners—cannot choose the work they perform, nor can they refuse to undertake work. Former inmates stated their monthly wages were as low as 30,000 to 40,000 rubles (less than $3). Students who receive their education for free are assigned to an obligatory one- or two-year work placement, as chosen by a state body upon graduation; students cannot appeal their job placements.

A presidential decree issued in December 2012 coerces workers in state-owned wood processing factories and construction workers employed in modernization projects at those factories from leaving their jobs. The decree—which applies to thousands of employees—mandates employees not quit without their employers' consent. The decree provides monthly bonuses to these employees that must be paid back if the employees resign, and failure to return this money could result in a court order obligating employees to work for the original employers under law enforcement supervision. Employees are permitted to appeal a refusal to leave the job with the government-appointed provincial governor, but not to a judge. Since the decree came into force, there have been reports of a very limited number of workers who attempted and were barred from quitting. Belarusian officials have noted managers can also use the decree to talk employees out of quitting. The government has explained the decree is temporary in nature and workers are free not to sign new contracts required under the decree. However, the government also noted it could not remove the decree because it is necessary during the period of implementation of investment projects in the woodworking industry.

The Government of Belarus does not fully comply with the minimum standards for the elimination of trafficking and was placed on Tier 2 Watch List from 2012 to 2014. The Trafficking Victims Protection Act (TVPA) provides that a country may remain on Tier 2 Watch List for only two consecutive years, unless that restriction is waived because the government has a written plan to bring itself into compliance with the minimum standards for the elimination of trafficking. In the 2013 and 2014 TIP Reports, Belarus was granted consecutive waivers from an otherwise required downgrade to Tier 3 on the basis of the government having a written plan to bring itself into compliance with the minimum standards for the elimination of trafficking. The TVPA authorizes a maximum of two consecutive waivers. A waiver is no longer available to Belarus, which is therefore deemed not to be making significant efforts to comply with the minimum standards and is placed on Tier 3.

During the reporting period, the government continued to be active in multilateral efforts to combat trafficking and hosted trafficking-specific training for foreign and domestic law enforcement officials through the interior ministry's academy. However, government efforts were inadequate to repeal state-sponsored forced labor policies and address trafficking within Belarus. The government retained a decree forbidding thousands of workers in the wood processing industry from leaving their jobs in state-owned factories without their employers' permission. Other forms of state-sponsored forced labor continued. Authorities did not convict any traffickers under the trafficking statute in 2013 or 2014. The number of investigations progressively declined in each of the past nine years, from 95 in 2006 to one in 2014. Of significant concern, Belarusian officials have cited the lack of trafficking investigations and convictions as justification that trafficking has been permanently eliminated from Belarus.



RECOMMENDATIONS FOR BELARUS:

Revoke the December 2012 presidential decree forbidding wood processing workers' resignation without their employers' permission; cease all forms of state-sponsored forced labor; significantly increase efforts to investigate and prosecute cases of forced labor and sex trafficking; finalize and train officials on a national identification and referral mechanism; increase resources devoted to victim assistance and protection within Belarus, including in state-owned territorial centers for social services; provide funding through the January 2013 law allowing public funding for NGOs offering critical victim protection services in private shelters; cultivate a climate of cooperation with NGO partners; refer all identified victims to care facilities; refer identified child victims of sexual exploitation to the education ministry's centers for vulnerable children; and proactively screen individuals in prostitution for indicators of trafficking.

PROSECUTION

The government decreased law enforcement efforts. Belarus prohibits both sex and labor trafficking through Article 181 of its criminal code, which prescribes penalties ranging from three to 15 years' imprisonment in addition to the forfeiture of offenders' assets. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The government reported one trafficking investigation in 2014 under Article 181, compared with six in 2013. The one investigation in 2014 was later determined to be a case related to promoting prostitution rather than trafficking. Belarusian authorities did not convict any traffickers under Article 181 in 2013 or 2014. The absence of convictions under Article 181 reflected a continuing decrease in law enforcement efforts, as authorities convicted one trafficker in 2012, seven in 2011, and 12 in 2010. The number of investigations progressively declined in each of the past nine years, from 95 in 2006 to one in 2014. Three individuals were charged for potential trafficking offenses under other articles in the criminal code in 2014, compared with two individuals in 2013. The interior ministry's academy continued to provide trafficking-specific training to Belarusian and foreign law enforcement officials.

PROTECTION

The government sustained inadequate victim protection efforts. The government did not identify any trafficking victims under Article 181 in 2014, compared with six in 2013 and 12 in 2012. The government identified 19 potential trafficking victims from investigations under other statutes, including 16 Vietnamese victims of labor exploitation and three victims of sexual exploitation. In 2013, authorities identified 14 child victims of sex trafficking under other statutes. NGOs reported assisting 215 trafficking victims in 2014. The government reported law enforcement officials referred 32 of the victims cared for by NGOs. The government continued to lack a formal national victim identification and referral mechanism, though it indicated plans to finalize one in mid-2015. The lack of a formal mechanism may have led to some

sex trafficking victims being punished for acts directly resulting from being subjected to trafficking. In 2014, authorities detained 358 individuals in prostitution, 120 of whom were arrested for up to 15 days' imprisonment. There were past reports of individuals convicted of prostitution offenses receiving punishments of compulsory labor, including street cleaning.

The government did not have trafficking-specific facilities available to care for victims, but local authorities operated 105 "crisis rooms" for vulnerable male and female adults, including victims of natural and manmade disasters, domestic violence, and human trafficking, which offered temporary shelter, including beds, meals, and personal hygiene products. The government did not report how many victims of trafficking-related crimes received assistance at these facilities. Observers reported the majority of victims sought assistance at private shelters because the government's centers were poorly equipped and lacked qualified caregivers. The government offered free medical services and psychiatric consultations to victims. The education ministry maintained centers that could provide vulnerable children with shelter and basic provisions; however, no child trafficking victims received services at these facilities, despite the government identifying sexually exploited children in 2013 and 2014. A January 2013 law authorized the provision of government funding to NGOs running social welfare programs, though no NGOs providing trafficking-specific assistance had applied for funding. The government provided in-kind assistance to NGOs in the form of discounted rent on office space, lower taxes, and placement of awareness-raising materials on state-owned television and billboards.

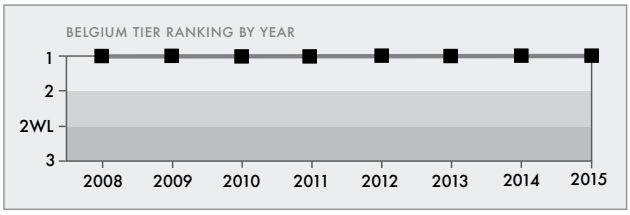
PREVENTION

The government maintained efforts to prevent trafficking. The government conducted public awareness campaigns through television, radio, and print media. The interior ministry continued to operate a hotline for safe travel abroad to inform potential labor migrants and identify illegal recruitment practices. The government published lists of licensed companies for employment and marriage abroad. Authorities investigated 52 administrative offenses related to illegal employment abroad and companies failing to obtain licenses, compared with 157 in 2013. The government continued to implement the 2013-2015 State Program on Countering Crime and Corruption, which included anti-trafficking activities. The government did not demonstrate efforts to reduce the demand for commercial sex or forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

BELGIUM: Tier 1

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

The Government of Belgium fully complies with the minimum standards for the elimination of trafficking. The government continued to fund shelters providing specialized assistance to trafficking victims. The government continued to prosecute and convict traffickers, but sentences often were suspended, and most traffickers received no prison time. The Belgian definition of trafficking remained overly broad in comparison with the definition in the 2000 UN TIP Protocol and did not require demonstration of coercive means to prove a case of human trafficking, which risked diluting the effectiveness of trafficking prosecutions. Victim identification continued to be a challenge for the government.



RECOMMENDATIONS FOR BELGIUM:

Enhance training of law enforcement, prosecutors, and judges to improve the conviction rates of traffickers; enhance training of relevant professionals to increase the number of trafficking victims identified, including child victims; improve victim assistance and protection services; harmonize procedures for providing legal aid to minors subjected to human trafficking in an effort to limit the number of stakeholders in contact with them; provide repatriation assistance to victims from other EU countries; revise the definition of human trafficking under Belgian law to more closely align with the definition in the 2000 UN TIP Protocol; and, in light of the expanded legal definition of trafficking in Belgium and in line with Article 2 of the 2011 EU Directive on Human Trafficking, provide disaggregated prosecution and conviction data for those cases that involved force, fraud, or coercion to demonstrate that traffickers are vigorously prosecuted.

PROSECUTION

The government decreased anti-trafficking law enforcement efforts. Belgium prohibits all forms of trafficking through a 2005 amendment to the 1995 Act Containing Measures to Repress Trafficking in Persons. As amended, the law's maximum prescribed penalty—20 years' imprisonment—is sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Belgium's definition of trafficking in persons is broader than the definition in the 2000 UN TIP Protocol. The failure of an employer to meet prevailing wage, hours, and working conditions can constitute "exploitation" under Belgian law, and these cases are included in the government's prosecution data. Contrary to the definition of trafficking under international law, coercion is considered an aggravating factor under Belgian law rather than an integral part of the base offense for adults. Belgian law does not require evidence of any form of coercion to secure a trafficking conviction. Although these provisions reportedly were intended to facilitate prosecutions, GRETA reported the overbroad definition may lead to confusion between trafficking and other criminal offenses and possible difficulties in mutual legal assistance with foreign governments that use a definition more consistent with the UN TIP Protocol.

The government initiated prosecutions against 259 defendants in 2014, compared with 432 in 2013; it prosecuted 112 defendants for sex trafficking offenses and 115 for labor trafficking or economic exploitation offenses (196 and 184 in 2013, respectively). The government also prosecuted 16 defendants for coerced criminality and 14 for forced begging. Authorities convicted and sentenced at least 47 traffickers in 2014 with charges including 94 counts of aggravating circumstances, compared with 70 traffickers in 2013. Most convicted traffickers received no prison time or a partially or fully suspended prison sentence. The government sentenced 42 convicted traffickers to prison terms (of which 19 were suspended or partially suspended), compared with 63 prison sentences (28 of which were suspended or partially suspended) in 2013. Most prison sentences ranged from one to five years' imprisonment; four offenders were sentenced to one year, 19 were sentenced to between one and three years, 12 were sentenced to three to five years, and seven were sentenced to five years or more. The government continued efforts to prosecute eight family members of the Abu Dhabi royal family for allegedly subjecting 17 girls to forced servitude while staying at a Brussels hotel in 2008. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government continued efforts to protect trafficking victims. Federal and regional governments continued to fund three dedicated NGO-run shelters that provided specialized, comprehensive assistance to trafficking victims, including psycho-social, medical, and legal care. These shelters assisted at least 162 new adult victims in 2014 (including 93 victims of labor trafficking and 43 victims of sex trafficking), compared with 152 new victims assisted in 2013. NGOs referred more than 20 victims to the shelters; most victims were identified by law enforcement, social workers, and medical professionals. The shelters were open to all victims regardless of gender, status, or nationality. The government also funded three shelters for minors; trafficking victims shared these facilities with victims of other crimes. The government continued to employ systematic procedures to identify and refer victims for care. The government reportedly did not penalize identified victims for unlawful acts committed as a direct result of being subjected to trafficking; however, victims who were not properly identified were vulnerable to such penalization. The most recent report of the government's trafficking rapporteur noted that, despite the use of formal procedures, victim identification continued to be a challenge for authorities, particularly in cases of labor exploitation, where victims were often mistaken for undocumented migrants and in forced prostitution. It also noted the government lacked a list of offenses typically linked to trafficking, whereby charges would be dropped immediately if the suspects were actually victims. The government organized trainings and awareness campaigns for front-line professionals, such as law enforcement, hospital and social workers, military trainers, magistrates, and other stakeholders to improve identification efforts and circulated administrative notices to prosecutors. The government also funded specific training on child victims for chaperones working in institutions for unaccompanied minors.

The government granted most foreign trafficking victims residence and employment permits and protective services; many services were conditional on the victim assisting in the prosecution of his or her trafficker. To qualify for victim status, victims must have broken off all contact with traffickers and agreed to counseling at a specialized trafficking shelter. Victims who were not citizens of EU member states were only able to obtain permanent residency upon the successful prosecution and sentencing of traffickers, although residence permits for indefinite periods of time were available without conviction if authorities established a formal charge of trafficking. During the year, the government issued or renewed an unknown number of residence permits to trafficking victims.

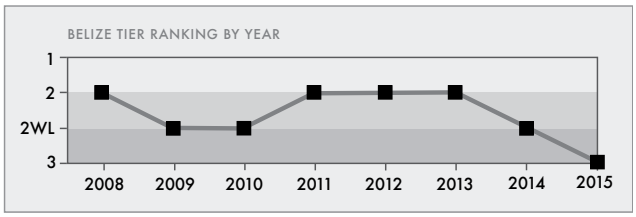
PREVENTION

The government continued efforts to prevent trafficking. The Inter-Department Coordination Unit continued to lead an awareness campaign. Flyers were available in the consular sections of Belgian embassies and consulates abroad. The government's previous anti-trafficking action plan expired in 2014, and the government was in the process of drafting a new plan at the end of the reporting period, for which it sought input from stakeholders, shelters, and NGOs. The government co-sponsored the "I Say Stop" campaign, launched in November 2014, to raise public awareness about child sex tourism and encourage reporting of possible cases to Belgian authorities. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government co-hosted a conference with OSCE on trafficking prevention within the diplomatic community, with a focus on preventing trafficking for the purpose of domestic servitude in diplomatic households. There were no efforts to reduce the demand for commercial sex acts or forced labor. The government did not provide specific anti-trafficking training in 2014 to Belgian troops prior to their deployment abroad on international peacekeeping missions.

BELIZE: Tier 3

Belize is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. The UN Special Rapporteur on Trafficking in Persons reported Belizean women and girls were subjected to sex trafficking by family members, but the government has not arrested family members engaged in this form of trafficking. Child sex tourism, involving primarily U. S. citizens, is an emerging trend, concentrated in areas where tourism is important to the local economy. Sex trafficking and forced labor of Belizean and foreign women, girls, and LGBT persons, primarily from Central America, occurs in bars, nightclubs, brothels, and domestic service. Underage girls are reportedly present in bars that function as brothels. Foreign men, women, and children—particularly from Central America, Mexico, and Asia—migrate voluntarily to Belize in search of work; some may fall victim to forced labor in restaurants, shops, agriculture, and fishing. Traffickers often recruit through false promises of relatively high-paying jobs and subsequently subject victims to forced labor or sex trafficking. Trafficking-related complicity by government officials, including allegations of involvement of high-level officials, remains a problem.

The Government of Belize does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Authorities did not initiate any new investigations or prosecutions in 2014. Victim identification efforts significantly declined, and the lack of proactive victim identification resulted in the arrest, detention, and deportation of potential victims based on immigration violations. The government did not investigate or prosecute any public officials for alleged complicity in human trafficking-related offenses.



RECOMMENDATIONS FOR BELIZE:

Proactively implement the anti-trafficking law by vigorously investigating and prosecuting suspected traffickers; publicly acknowledge and condemn instances of official complicity and take steps to hold officials complicit in trafficking accountable; significantly improve victim identification efforts by involving Spanish-speaking social workers, NGOs, or victim advocates in the process to ensure trafficking victims are not penalized and re-victimized for crimes committed as a direct result of being subjected to human trafficking; finalize draft formal procedures to guide officials in the identification and referral of victims of sex and labor trafficking, particularly among groups vulnerable to trafficking such as children, people in prostitution, and migrant laborers; implement procedures to take trafficking victims to a safe location while conducting victim identification interviews, as victims often first appear as immigration violators and are reluctant to disclose details of their exploitation in a detention setting or post-raid environment; take steps to ensure the effective prohibition of the commercial sexual exploitation of children, including those aged 16 and 17; increase partnerships with NGOs to reintegrate victims and to deliver specialized victim care; and update and implement the national anti-trafficking plan.

PROSECUTION

The government decreased efforts to investigate and prosecute trafficking offenses and convict traffickers. The Trafficking in Persons (Prohibition) Act 2013 prohibits all forms of trafficking and prescribes penalties of one to eight years' imprisonment for the trafficking of adults and up to 12 years' imprisonment for the trafficking of children. The prescribed maximum penalties are sufficiently stringent and commensurate with other serious crimes. The 2013 Commercial Sexual Exploitation of Children (Prohibition) Act criminalizes the facilitation of prostitution of children under 18 years of age. This law, however, allows for 16- and 17-year-old children to engage in sexual activity in exchange for remuneration, gifts, goods, food, or other benefits if there is no third party involved. Such children remain vulnerable to commercial sexual exploitation and human trafficking. The government did not initiate any new prosecutions or convict any traffickers, including complicit government officials, in 2014, a decline from convicting one trafficker in 2013 and two in 2012. A prosecution from the previous reporting period, in which a suspect was arrested and charged with one count of trafficking involving a child, remained pending. Investigations of five human trafficking cases from previous years remained pending. Many off-duty police officers provide security for sex trade locales, which risks inhibiting victims from coming forward and law enforcement's willingness to investigate allegations of trafficking in the sex trade.

PROTECTION

The government made minimal efforts to protect trafficking victims. It proactively identified 10 new potential trafficking victims among vulnerable groups in 2014, compared with three identified in 2013 and 13 in 2012. Law enforcement and other government officials employed informal mechanisms to guide them in identifying and referring victims; however, the procedures were not well implemented. Police did not systematically inspect brothels or bars for indications of trafficking during the year, and there were reports that front-line responders carrying out brothel raids generally looked for immigration violations instead of trafficking indicators. In June 2014, law enforcement arrested and imprisoned 12 women after a raid on a bar without screening the women for trafficking indicators, a practice that denied potential victims an opportunity to disclose exploitation.

Authorities provided assistance to 10 identified victims, compared with six victims assisted in 2013 and seven victims assisted in 2012. The government had yet to finalize draft procedures to guide officials and NGOs in referring trafficking victims to available services, as outlined in its 2012-2014 strategic plan. The government provided 275,000 Belizean dollars ($138,000) for anti-trafficking efforts in 2014, including victim care through placements in safe houses and NGO domestic violence shelters. Officials could place child victims in foster care, but experts questioned the appropriateness of such placements due to the lack of education about human trafficking for foster parents, uneven coordination and communication between the foster parents and government agencies, and limited psycho-social care for the victims. Court delays discouraged victims and often led them to cease cooperation with law enforcement and return to their home countries. The government did not provide temporary residency to formally identified foreign trafficking victims, despite the ability to do so. Victims could apply for work permits, but the cost of 500 Belizean dollars ($425) to obtain such permits imposed a significant barrier. An existing agreement between the Belizean and Cuban governments requiring the return of all Cubans who enter Belize may have also placed potential trafficking victims at risk for further exploitation. Belize's anti-trafficking law exempts trafficking victims from punishment for crimes committed as a result of being subjected to human trafficking; however, NGOs reported the government more commonly arrests, jails, and deports trafficking victims as opposed to providing assistance and immigration relief.

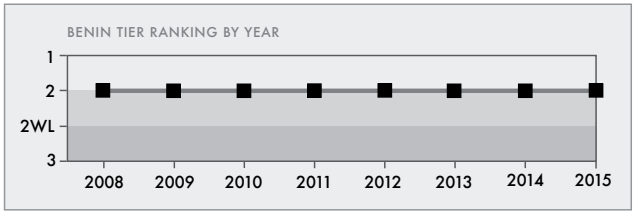
PREVENTION

The government demonstrated minimal prevention efforts. Its anti-trafficking committee did not make meaningful progress in implementing the 2012-2014 anti-trafficking national strategic plan. The UN Special Rapporteur on Trafficking in Persons visited Belize to assess progress and challenges in combating human trafficking and issued a report in June 2014 citing concerns ranging from the absence of comprehensive victim identification protocols to the criminalization of immigrants leading to the detention and deportation of potential victims. Authorities completed a survey in 2014 to assess trafficking vulnerabilities in bars and nightclubs, particularly for women in prostitution, and reported providing the information to police for further action. The government, in partnership with an NGO, continued its awareness campaign in English, Spanish, Mandarin, and Hindi. Authorities disseminated public service announcements on child sexual exploitation, tourism, and the demand for commercial sex acts. The government did not make efforts to reduce the demand for forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

BENIN: Tier 2

Benin is a source, transit, and destination country for women, children, and men subjected to forced labor and sex trafficking. The majority of identified victims are Beninese girls subjected to domestic servitude or sex trafficking in Cotonou. The practice of *vidomegon*, which traditionally provided educational or vocational opportunities to children by placing them in the homes of wealthier families, is sometimes used to exploit children in domestic servitude. Children are forced to labor on farms, in commercial agriculture—particularly in the cotton sector—in artisanal mines, at construction sites, or as street or market vendors. A 2013 study cited over 7,800 children subjected to labor exploitation in the markets of Cotonou, Porto-Novo, and Parakou. Children from neighboring countries are also in forced labor in these sectors; Togolese girls are exploited in prostitution in Benin. Cases of child sex tourism, involving both boys and girls in Mono and on the shores of the Bight of Benin have been reported in previous years. In northern Benin, children in Koranic schools, known as *talibe*, are exploited in forced begging by Koranic teachers known as *marabouts*. The majority of child trafficking victims are from the northern regions, and many are recruited and transported to neighboring countries, where they are forced to labor in homes, mines, quarries, restaurants, markets, and on cocoa farms. The majority of child victims intercepted in Benin, either from Benin or other West African countries, are exploited within the country. Benin is the largest source country for trafficking victims in the Republic of the Congo. West African women are exploited in domestic servitude and forced prostitution in Benin, and Beninese women are victims of sex trafficking in Lebanon.

The Government of Benin does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to prosecute and convict child traffickers and to identify and provide protective services to child victims. During the reporting period, the government identified 220 potential child trafficking victims and convicted ten offenders for the illegal movement of these children. However, authorities continued to focus on intercepting traffickers and victims in transit rather than rescuing persons from exploitation in the country. Anti-trafficking legislation—including prohibitions and penalties for the trafficking of adults—remained pending review by the Ministry of Justice for the third consecutive year. The government failed to systematically investigate instances of trafficking of adults and provide protective services to adult victims. It also did not investigate or prosecute any sex trafficking or forced labor offenses that did not involve the movement of victims within Benin or across borders. Anti-trafficking progress continues to be hindered by the lack of adequate funding and staffing for the Office for the Protection of Minors (OCPM), the Ministry of Family (MOF), and the Ministry of Labor (MOL). During the year, allegations of official complicity resurfaced.



RECOMMENDATIONS FOR BENIN:

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

PROSECUTION

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

During the year, the Ministry of the Interior's OCPM—a specialized unit responsible for all criminal cases involving children—investigated 102 cases of child trafficking, in addition to four cases of exploitative child labor. The government continued to fail to systematically investigate the trafficking of adults. OCPM referred 19 suspects to the courts for prosecution. The government convicted 10 offenders for child trafficking and the illegal movement of children under act 2006-04, an increase compared with six convicted in 2013, but a decrease from 20 convicted in 2012. Sentences ranged from six months' to three years' imprisonment; however, traffickers were held in pre-trial detention until sentenced and then released on suspended sentences. Two cases were dismissed for insufficient evidence; the judge returned three cases to the prosecutor for re-qualification. Prosecutions in 21 cases remained ongoing in courts at the close of the reporting period. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. In partnership with an international organization and NGOs, the government trained law enforcement officials, judges, social workers, foster families, and market vendors. The government, with the assistance of an international organization, extended OCPM child protection services to Benin's 12 geographical departments; prior to 2015, OCPM was only present in Cotonou and did not

maintain personnel nationwide. The government put a plan in place to create local offices throughout the country and to provide *gendarmes* and police with specialized training for addressing abuses against children.

During the year, allegations of official complicity involving Beninese diplomatic personnel resurfaced. Instead of assisting in the placement of child trafficking victims among care providers, consular staff colluded with complicit officials in a destination country to return victims to a trafficking network. Immigration officials in Cotonou also allegedly supplied falsified travel documents to facilitate the illegal movement of children as adults.

PROTECTION

The government sustained efforts to protect potential forced child labor victims during the year. OCPM identified 220 potential trafficking victims in 2014, compared with 173 in 2013. Of the 220, 136 were girls and 84 were boys. OCPM provided the children temporary shelter, as well as legal, medical, and psychological services. OCPM then transferred victims to long-term NGO shelters; however, the government failed to provide financial or in-kind support to NGOs providing such care. Officials with the Ministries of Family, Justice, and Interior worked in partnership with an international organization and NGOs to coordinate placement of child trafficking victims with host families who provided additional care to children prior to reinsertion into their home communities. Government social workers provided counseling for such children, while an NGO provided financial support to cover their basic needs. Through their broad services in support of victims of crime and vulnerable groups, 85 centers for social promotion (CSP) under the MOF, offered basic social services, food, and temporary shelter to trafficking victims throughout the country, particularly in rural areas where such services were scarce, and reintegration of victims into their home communities. Officials and NGO stakeholders in destination countries noted re-trafficking was an issue once victims returned to Benin, with the child or their siblings often sent back to the trafficker by their parents to uphold their initial agreement to send children. The government failed to carry out joint investigations or extraditions of charged defendants in cooperation with Congolese authorities—a key component of their anti-trafficking cooperation agreement. In August 2013, Beninese officials met with Gabonese authorities to finalize an agreement for cooperation on child trafficking, although this remained incomplete at the end of the reporting period. The government did not make systematic efforts to identify adult trafficking victims or employ any mechanism to screen individuals in prostitution for trafficking victimization, which may have left victims unidentified in the law enforcement system.

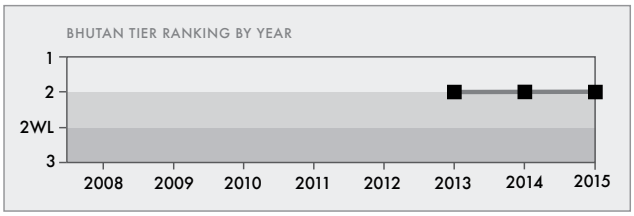
PREVENTION

The government made modest efforts to prevent trafficking in persons. The anti-trafficking coordinating body—the Trafficking and Exploitation Technical Working Group of the National Monitoring and Coordination Working Group for Child Protection—met twice during the year and organized awareness campaigns on human trafficking; however, its six affiliated working groups did not meet during the reporting period. The government engaged local authorities and traditional leaders in child trafficking prevention. With support from a foreign donor, the MOF held a one-day session to educate the general population on the root causes of human trafficking, which was attended by law enforcement, social workers, and other relevant officials. In November and December 2014, the MOL held educational sessions on the legal framework for the prevention of child labor in Benin for 150 stakeholders, including vendors and merchants, in the markets of Cotonou, Parakou, and Port-Novo. Labor inspectors generally imposed administrative penalties, resulting in fines, even for serious labor violations, some of which likely included trafficking crimes. The government took no systematic steps to reduce the demand for commercial sex acts or forced labor both within the country and abroad during the reporting period. It provided Beninese troops with anti-trafficking training prior to their deployment abroad on international peacekeeping missions, though a foreign donor conducted the training. The government did not provide anti-trafficking training for its diplomatic personnel.

BHUTAN: Tier 2

Bhutan is a destination country for men, women, and children vulnerable to forced labor and sex trafficking, and a source country for Bhutanese children subjected to forced labor and sex trafficking within the country and in India. Bhutanese girls—working as domestic servants and entertainers in drayungs, or karaoke bars—may be subjected to sex trafficking and labor trafficking coerced by debt and threats of physical abuse. Rural Bhutanese are transported to urban areas, generally by relatives, for domestic work, which at times involves forced labor. Most domestic workers in Bhutan are young girls from poor, rural areas of the country, though some Indian women and girls also seek employment in this sector. An expanding construction sector has increased demand for low-skilled foreign labor, primarily men from India, who are vulnerable to trafficking.

The Government of Bhutan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to fund an NGO whose services were available to trafficking victims and, in partnership with an international organization, launched a three-year project designed to enhance its response to trafficking. However, the government did not employ formal procedures for the identification and referral of trafficking victims, or fund or conduct any specialized anti-trafficking training for its officials.



RECOMMENDATIONS FOR BHUTAN:

Amend Section 154 of the penal code to refine the definition of human trafficking so the purpose of the crime is "exploitation" rather than "any illegal purpose;" formalize standard operating procedures to proactively identify trafficking victims and refer them to protection services; proactively investigate potential cases of trafficking and, if there is enough evidence, prosecute those cases; train officials on the implementation of anti-trafficking laws and victim identification and referral procedures; undertake and publish a comprehensive assessment of all forms of human trafficking, including labor trafficking of men; continue to fund

NGOs that provide protective services to trafficking victims; continue to conduct human trafficking awareness raising events among vulnerable populations; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government did not make anti-trafficking law enforcement efforts during the reporting period. Article 154 of the penal code criminalizes a person who "recruits, transports, sells or buys, harbors or receives a person through the use of threat or force or deception within, into, or outside of Bhutan for any illegal purpose." This definition departs from the 2000 UN TIP Protocol definition because it requires the purpose be otherwise "illegal," rather than for the purpose of engaging in "exploitation," such as forced labor or prostitution. Bhutan also defines trafficking to include buying, selling, or transporting a child for any illegal purpose and the same actions if done for the purpose of engaging a person in prostitution in articles 227 and 379 of the penal code, respectively. It also prohibits all forms of child trafficking "for the purpose of exploitation" in Article 224 of the Child Care and Protection Act of 2011. The punishments for these offenses range from three years' to life imprisonment. The Labor and Employment Act of 2007 prohibits most forms of forced labor, with penalties from three to five years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government did not investigate or prosecute any trafficking cases during the reporting period. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking. The government did not train officials during the year, and a lack of widespread awareness and understanding of the crime continued to limit the government's response to human trafficking.

PROTECTION

The government made modest efforts to protect trafficking victims; however, it did not employ systematic procedures for the identification and referral of victims and it did not report its discovery of any victims during the reporting period. An international organization and a government-funded NGO began to develop standard operating protocols for anti-trafficking law enforcement procedures; the government formed an interagency group that reviewed procedures from other countries and agreed on intervention priorities. The government funded an NGO to provide shelter and rehabilitation to women and child victims of crime, including human trafficking; it is unclear whether trafficking victims utilized its services during the year. There was no equivalent facility for men. The government continued to deport undocumented migrant workers without screening them for trafficking victimization. The law did not provide legal alternatives to removal of trafficking victims to countries in which victims would face retribution or hardship.

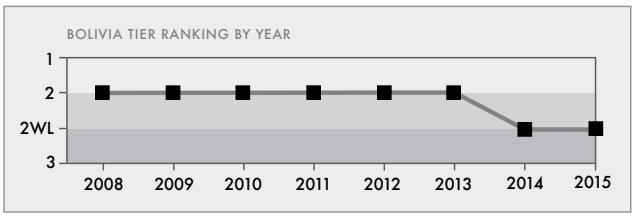
PREVENTION

The government undertook some efforts to prevent human trafficking. The government did not have a national action plan to combat trafficking, nor did it appoint an agency to coordinate its anti-trafficking action; however, in July 2014, the government, in partnership with an international organization, launched a three-year project designed to enhance government and civil society responses to trafficking. The Bhutan Labor and Employment Act of 2007 required employment recruiters to abide by the same labor laws as employers and required recruiters to be licensed. The government registered migrant laborers and monitored working conditions. The government funded an NGO's activities to raise awareness on human trafficking at industrial sites in border districts. The police monitored businesses potentially offering commercial sexual services, such as massage parlors. The government did not report whether it took steps to reduce the demand for forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. Bhutan is not a party to the 2000 UN TIP Protocol.

BOLIVIA: Tier 2 Watch List

Bolivia is principally a source country for men, women, and children exploited in sex trafficking and forced labor within the country and abroad. To a more limited extent, women from neighboring countries, including Brazil and Paraguay, have been identified in sex trafficking in Bolivia. Rural and poor Bolivians, most of whom are indigenous, are particularly vulnerable to sex and labor trafficking. LGBT youth are also particularly vulnerable to sex trafficking. Bolivian women and girls are found in sex trafficking within Bolivia and in neighboring countries such as Argentina, Peru, and Chile. Within the country, Bolivian men, women, and children are found in forced labor in domestic service, mining, ranching, and agriculture. Press report cases of children forced to commit crimes, such as robbery and drug production, and others exploited in forced begging. A significant number of Bolivians are found in forced labor in Argentina, Brazil, and other countries in sweatshops, agriculture, domestic service, and the informal sector. Authorities and an international organization report some foreign nationals engage in child sex tourism, and some migrants transiting to neighboring countries are vulnerable to human trafficking. Some law enforcement officers reportedly frequent brothels, which may serve as a disincentive for sex trafficking victims to report their exploitation.

The Government of Bolivia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities reported convicting 12 traffickers and issued a public policy on human trafficking and smuggling. Despite these efforts, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Bolivia is placed on Tier 2 Watch List. Bolivian authorities did not allocate adequate funding for specialized victim services as required under the 2012 anti-trafficking law. Government funding for specialized services for adult and labor trafficking victims was nonexistent. Poor data collection made it difficult to assess government efforts to identify and assist trafficking victims and to investigate and prosecute trafficking cases. Authorities did not adequately distinguish between human trafficking and human smuggling.



RECOMMENDATIONS FOR BOLIVIA:

Increase resources designated for specialized assistance for trafficking victims across the country, including for victims of forced labor; strengthen efforts to prosecute trafficking offenses, and convict and punish traffickers and fraudulent labor recruiters; implement formal procedures for officials to identify trafficking victims among vulnerable populations and refer victims to care services; increase resources for prosecutors and police and direct dedicated human trafficking units to focus on human trafficking as opposed to other crimes, such as missing persons; implement systematic, victim-centered anti-trafficking training for government officials, including police, prosecutors, judges, and social workers; intensify law enforcement efforts against the forced labor of adults and children, including domestic servitude, and the forced prostitution of adults; improve data collection on anti-trafficking efforts, adequately distinguishing human trafficking from other crimes and reporting length of traffickers' sentences; provide returning Bolivian trafficking victims reintegration services; and designate one government entity to be in charge of anti-trafficking efforts.

PROSECUTION

Government efforts to hold traffickers criminally accountable remained weak. Law 263 of 2012 prohibits all forms of trafficking and establishes penalties of 10 to 20 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties for other serious crimes, such as rape. The law diverges from the 2000 UN TIP Protocol, however, by penalizing non-trafficking crimes, such as illegal adoption and the removal or sale of organs, as human trafficking. Some officials conflated human trafficking with the movement of children within the country or to other countries without proper documentation. Some police and prosecutors investigated trafficking cases as non-trafficking crimes, such as pimping; this was sometimes due to a belief that trafficking cases were difficult to prove in court.

The government did not provide reliable or comprehensive data on the number of trafficking investigations or prosecutions initiated in 2014. Authorities reported convicting 12 traffickers and acquitting five individuals of trafficking in 2014 but did not report sentence length, specify the form of trafficking, or provide court documentation to confirm convictions. Press reports indicated one Bolivian trafficker was sentenced to 17 years' imprisonment for abducting and forcing a Moroccan child resident of Spain to work in coca cultivation and at markets in Bolivia, in addition to sexually abusing the child. In comparison, in 2013 the government prosecuted and convicted two traffickers. The government operated anti-trafficking and anti-smuggling police units. These units investigated other crimes such as missing persons and domestic violence, limiting officers' ability to focus on human trafficking cases. Some police conflated trafficking with other issues, such as missing persons. Frequent rotation of law enforcement officials and insufficient resources hampered anti-trafficking efforts. Police relied heavily on civil society organizations' donations to conduct law enforcement operations, and research published in 2014 found anti-trafficking law enforcement operations in recent years were almost exclusively limited to brothel inspections and identification of child sex trafficking victims. The office for prosecution of human trafficking and other crimes, coordinated national prosecution efforts. The government provided some anti-trafficking training to police and members of the military. Some officials reported traffickers could bribe prosecutors to avoid being charged. There was no information available regarding a 2013 report from the ombudsman's office that two police officers allegedly forced female inmates into prostitution. The government did not report any investigations, prosecutions, or convictions of government employees complicit in trafficking.

PROTECTION

The government made inadequate victim protection efforts. Authorities approved but did not implement an early detection protocol for police and social service providers to identify trafficking and smuggling cases. Officials lacked formal procedures for identifying trafficking victims among vulnerable populations, such as people in prostitution or child laborers. Authorities did not report the number of trafficking victims identified or referred to care services in 2014. In comparison, prosecutors reported identifying 253 trafficking victims in 2013. Based on press accounts, experts, and government data, most victims identified were girls in sex trafficking. Efforts to identify forced labor victims or adult trafficking victims were more limited. The Ministry of Labor (MOL) had nine inspectors to investigate child and forced labor but did not report how many labor trafficking victims they identified, if any, in 2014.

Specialized victim services were lacking in most of the country. NGOs provided the majority of specialized care without government funds. Police and prosecutors referred victims to services and shelters on an *ad hoc* basis. The government did not report the total number of victims assisted in 2014 or the kinds of services these victims received. Law 263 required regional governments to create specialized care centers for trafficking victims, but the government did not fund specialized shelters for trafficking victims in 2014. Police were often unable to secure safe accommodation for trafficking victims identified in raids and reportedly used personal funds at times to assist victims. The government provided insufficient funds to existing government shelters for other populations, such as victims of child sexual abuse and children in conflict with the law, which provided only basic services. Specialized services for adult women or male victims were virtually nonexistent. Some departmental governments operated special victims units, which focused on providing legal and psychological services to victims of gender-based violence but did not report how many trafficking victims these units assisted in 2014. Officials reported the state airline repatriated some Bolivian trafficking victims from neighboring countries, but authorities did not report how many of these victims, if any, were given reintegration services upon return. Many victims chose not to participate in trafficking investigations and prosecutions out of fear of reprisal from traffickers and lack of faith in the judicial system. Bolivian law allowed victims to seek civil damages, but there were no reports of trafficking victims doing so in 2014. There were no reports the government penalized trafficking victims for unlawful acts committed as a direct result of being subjected to trafficking. The government could provide foreign victims with humanitarian visas to remain in Bolivia temporarily, but it did not report how many visas were issued in 2014.

PREVENTION

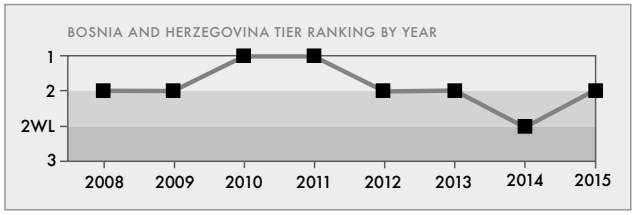
The government made uneven prevention efforts. The national council against trafficking and smuggling released an anti-trafficking and smuggling policy in January 2015. A national action plan created with NGO input in 2013 remained in draft form. Two separate government entities were responsible for coordinating

anti-trafficking efforts, and experts noted a lack of interagency coordination, in part due to overlapping mandates. All departments had anti-trafficking councils of varying effectiveness and activity and were responsible by law for implementing anti-trafficking efforts; however, no departments had approved anti-trafficking plans or budgets. Authorities conducted some anti-trafficking awareness events. Law 263 requires the MOL to create a national registry of employment agencies—often involved in trafficking cases—to monitor for trafficking activity. However, authorities did not establish this mechanism in 2014, and experts noted many employment agencies operated informally and were difficult to regulate. There were no reported investigations, prosecutions, or convictions for child sex tourism in 2014. The government did not report efforts to reduce the demand for commercial sex acts or forced labor. It did not report providing anti-trafficking training to its troops before they deployed on international peacekeeping missions. The government provided anti-trafficking training or guidance for its diplomatic personnel.

BOSNIA AND HERZEGOVINA: Tier 2

Bosnia and Herzegovina is a source, destination, and transit country for men, women, and children subjected to sex trafficking and forced labor. Bosnian women and girls are subjected to sex trafficking within the country in private residences, motels, and gas stations. Romani boys and girls are subjected by family members and local organized criminal groups to forced begging and involuntary domestic servitude in forced marriages. Foreign women and girls from European countries are subjected to sex trafficking within the country. Bosnian victims are subjected to sex trafficking and forced labor in construction and other sectors in countries across Europe including Azerbaijan, Montenegro, Croatia, Serbia, and Austria. Police corruption creates an environment enabling some trafficking crimes. Observers report some local police accept bribes or sexual services in exchange for notifying brothel and nightclub owners in advance of police raids, while others work at establishments where forced prostitution takes place.

The Government of Bosnia and Herzegovina does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The State Prosecutor's Office issued the biggest indictment for trafficking in the country's history against 13 Bosnian nationals accused of subjecting 672 individuals to labor trafficking in Azerbaijan in a case originating in 2009. However, law enforcement efforts at the sub-state level decreased. Authorities tripled the number of victims identified but acknowledged the need to increase efforts to identify victims of forced begging and labor trafficking. The government began training labor inspectors on human trafficking and integrated them into regional monitoring and referral networks. The sub-national entity of the Federation of Bosnia and Herzegovina did not amend its criminal code to prohibit all forms of trafficking consistent with national and international law, which hampered the country's ability to prosecute trafficking crimes.



RECOMMENDATIONS FOR BOSNIA AND HERZEGOVINA:

Vigorously investigate, prosecute, and convict traffickers, including complicit officials, and deliver sentences that are sufficiently stringent; harmonize Federation government legislation to explicitly criminalize all forms of trafficking consistent with state law and the 2000 UN TIP Protocol; train judicial authorities on a victim-centered approach to prosecution; train front-line officers on proactive identification of victims, particularly those subjected to forced labor and forced begging; standardize victim assistance throughout the country and develop specialized assistance for male and child trafficking victims; adequately protect victims from threats during the investigation and prosecution of trafficking cases, particularly child victims; integrate Romani groups into decision-making processes regarding victim protection; allow trafficking victims to leave shelters at will without a chaperone; and adequately assist all victims regardless of whether their cases go to trial.

PROSECUTION

The government demonstrated mixed progress on anti-trafficking law enforcement efforts. Bosnia prohibits sex trafficking and forced labor through Article 186 of the criminal code, which prescribes penalties of three to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. During 2014, the State Prosecutor's Office launched an investigation against one trafficking suspect under Article 186, compared with six suspects in 2013. In June 2014, the State Prosecutor's Office issued the biggest indictment for trafficking in the country's history against 13 Bosnian nationals accused of subjecting 672 individuals, almost all of whom were Bosnian nationals, to labor trafficking in the construction industry in Azerbaijan in 2009; this represents an increase from the five defendants prosecuted by the state in 2013. However, the state did not convict any traffickers, compared with two in 2013.

Bosnia consists of two entities within the state, the Federation of Bosnia and Herzegovina and the Republika Srpska. Each entity has political, legislative, and judicial authority. The Brcko District is a self-governing unit under the jurisdiction of the state. The Federation's parliament failed to adopt legislation criminalizing all forms of trafficking in harmony with state, Republika Srpska, and Brcko District laws and the 2000 UN TIP Protocol. In the absence of such a law, Federation authorities continued to prosecute sex traffickers under a dated Enticement to Prostitution statute, Article 210 of the Federation's criminal code. Federation authorities investigated three suspects and prosecuted four defendants under Article 210, compared with 14 suspects and eight defendants in 2013. Federation courts convicted five offenders, the same number convicted in 2013, but suspended two sentences; the remaining three offenders received prison sentences totaling five years and seven months. Republika Srpska authorities did not investigate or initiate prosecutions of any suspected traffickers, compared with

one investigation and one prosecution in 2013. However, Republika Srpska courts convicted three traffickers, compared with one in 2013; the courts replaced two prison sentences with a fine and delivered a 10-year prison sentence to one trafficker. The Brcko District decreased law enforcement efforts overall, investigating only one suspected trafficker, prosecuting no suspected traffickers, and convicting no traffickers, compared with investigating three suspects, prosecuting two defendants, and convicting one trafficker in 2013.

The state government provided basic training for judges and prosecutors on prosecuting trafficking crimes. The government provided in-kind support for one training on investigation of trafficking cases for 60 law enforcement personnel. The country's three police academies institutionalized courses on trafficking. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses; however, corruption and official complicity in trafficking crimes remained significant concerns, inhibiting law enforcement action during the year.

PROTECTION

The government significantly increased efforts to protect victims of trafficking after victim identification dropped to its lowest point ever during the previous reporting period. The government identified 48 victims of trafficking in 2014, triple the 16 victims identified in 2013. Thirty-seven of the identified victims were minors. Thirty-five victims were subjected to forced begging, 10 victims were subjected to sex trafficking, and three were subjected to forced labor. The state coordinator acknowledged there were likely to be additional victims that did not come to the attention of authorities. Sub-state laws against enticement to prostitution permitted law enforcement to treat minors 14 years and older as juveniles engaged in prostitution instead of victims of rape or trafficking in persons. Bosnian law enforcement used a screening questionnaire to evaluate potential victims, and authorities followed a formal referral mechanism for assisting victims. Authorities referred 14 victims to three NGO-run shelters and one victim to an orphanage for assistance; government-run social welfare centers assisted 21 victims, and 13 victims did not receive any assistance because they did not request it. Authorities provided assistance to victims only if they proactively requested it. Decisions regarding assistance to child trafficking victims were made by the respective guardians or social welfare officials, depending on the circumstances. The Ministry of Human Rights and Refugees distributed small grants totaling 60,000 marks ($37,200) to two NGOs for assistance to domestic trafficking victims, including shelter, clothing, counseling, education, and job training. Domestic victims did not have to stay at the shelters to receive reintegration assistance. The security ministry provided 120,000 marks ($74,400) to two NGOs to assist foreign victims, including shelter, medical and psychological support, and repatriation services. Shelters accommodated male trafficking victims but did not offer them specialized services. Shelters did not permit victims to leave without a chaperone.

Foreign victims were eligible for a humanitarian visa that allowed them to temporarily live and work in Bosnia. The government issued one trafficking victim a residence permit in 2014. Victims were permitted a 30-day reflection period to determine whether they wanted to request a visa, though in practice temporary residence permits were granted only to victims whose cases were prosecuted. Observers reported when prosecutors determined a victim's testimony was not needed, or when they closed a case, the government often initiated deportation procedures without providing adequate assistance or arranging for the victims' safe repatriation. The government rarely referred foreign victims to legal service providers, despite agreements with an NGO to do so. Experts expressed concerns about interview techniques used with child trafficking victims, noting a victim was interviewed in front of the suspected exploiter. Furthermore, GRETA documented child victims were intimidated during trials, and authorities did not use available legal protections to shield them from threats. Officials acknowledged the need to strengthen continuity of victim care throughout trials and improve protection of marginalized populations, such as Roma. Trafficking victims could seek restitution, and an NGO filed the first lawsuit for non-material compensation on behalf of four trafficking victims in September 2014. There were no reports of victims detained, fined, or otherwise penalized for unlawful acts committed as a direct result of being subjected to human trafficking. Only Brcko District contains a provision exempting trafficking victims from prosecution for such acts.

PREVENTION

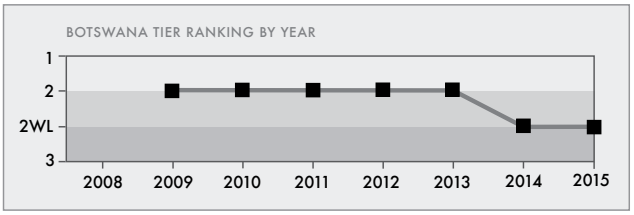
The government continued efforts to prevent trafficking. The government had in place a 2013-2015 national anti-trafficking action plan and a team of national, sub-state, and Brcko District officials, and NGOs monitored its implementation. A nationwide interagency investigative taskforce met monthly and adopted a 2015-2017 work program. The national anti-trafficking coordinator published its annual trafficking report during the reporting period. The government allocated 10,000 marks ($6,200) for activities associated with the 2014 European Anti-Trafficking Day, including a public awareness campaign aimed at preventing child labor. The government trained labor inspectors on trafficking and integrated them into the regional monitoring teams that coordinated implementation of the national referral mechanism. The government continued public prevention campaigns targeting the demand for commercial sex acts, although a 2013 GRETA report concluded these efforts were inadequate. The government did not make efforts to reduce the demand for forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

BOTSWANA: Tier 2 Watch List

Botswana is a source, transit, and destination country for women and children subjected to forced labor and sex trafficking. There has been no comprehensive international or domestic study of trafficking trends within the country. Residents of Botswana most susceptible to trafficking are unemployed women, those living in rural poverty, agricultural workers, and children. Some parents in poor rural communities might send their children to work for wealthier families as domestic servants in cities or in agriculture and cattle farming in remote areas. Young Batswana serving as domestic workers for extended family may be denied access to education and basic necessities or subjected to confinement or verbal, physical, or sexual abuse—conditions indicative of forced labor. Batswana girls and women are exploited in prostitution within the country, including in bars and along major highways by truck drivers. Experts in Botswana believe a significant minority of persons in prostitution are children. Some women are subjected to trafficking internally or transported from neighboring countries and subjected to sexual exploitation. One previous NGO report indicated members of the Botswana civil service, including police

officers, soldiers, and teachers, were among the clients of children in prostitution. NGOs report labor conditions on private farms and cattle posts in Botswana's rural west might rise to the level of forced labor for both adults and children of the San ethnic minority group, and labor inspectors investigated rural farms for child labor in 2014. While labor inspections on rural farms found no instances of children working in 2014, the inspections were not comprehensive. Undocumented migrant children might be vulnerable to trafficking in Botswana.

The Government of Botswana does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government enacted the 2014 Anti-Human Trafficking Act, which came into effect on January 1 and included specific penalties for trafficking and created an inter-ministerial committee to serve as a national coordinating body. Despite these efforts, the government did not demonstrate evidence of overall increasing anti-trafficking efforts compared to the previous year; therefore, Botswana is placed on Tier 2 Watch List. The government investigated potential incidents of human trafficking and sexual exploitation of adults and children under existing laws. However, the government has not yet criminally prosecuted or convicted a trafficking offender under the new law. During the reporting period the government continued to conflate transnational movement with trafficking, thereby undermining its capacity to vigorously investigate potential trafficking cases and implement the new anti-trafficking law. The government also conducted one anti-trafficking awareness campaign and continued its training of law enforcement officials.



RECOMMENDATIONS FOR BOTSWANA:

Increase efforts to investigate and criminally prosecute suspected traffickers using the new law for both internal and transnational trafficking cases, including those involving any allegedly complicit officials; develop and implement a robust system to proactively identify trafficking victims and refer them to social services; train law enforcement, immigration, and social welfare officials on these identification procedures to screen vulnerable populations, including women in prostitution and undocumented migrants, for potential trafficking victimization; encourage victims to participate in the investigation and prosecution of traffickers; develop guidelines for specific protective services for trafficking victims, to be provided either directly or in partnership with NGOs; launch a national human trafficking awareness campaign; institute a unified system for documenting and collecting data on anti-trafficking law enforcement and protection efforts; and provide anti-trafficking training or guidance to diplomatic personnel to prevent their engagement or facilitation of trafficking crimes.

PROSECUTION

The government increased its capacity to make anti-trafficking law enforcement efforts. It enacted the 2014 Anti-Human Trafficking Act, which prohibits all forms of trafficking, although the law's definition of "trafficking" is overly broad and encompasses crimes such as rape, pornography, and child labor. The penalties prescribed for sex and labor trafficking under the new law include up to 30 years' imprisonment and a fine of 1 million pula ($111,000), which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape, except in cases that include only a fine. Sections 57 and 114 of the 2009 Children's Act prohibit child prostitution and child trafficking, respectively; Section 57 prescribes penalties of two to five years' imprisonment for facilitation or coercion of children into prostitution, while Section 114 prescribes penalties of five to 15 years' imprisonment for child trafficking. The children's act fails to define child trafficking, potentially limiting its utility. The 1998 penal code prohibits most forms of trafficking in Sections 150-158 (forced prostitution), Section 256 (kidnapping for slavery), and Sections 260-262 (slavery and forced labor). The sufficiently stringent penalties prescribed for offenses under these sections range from seven to 10 years' imprisonment, and are commensurate with those prescribed for other serious crimes, such as rape.

The government continued to report on law enforcement efforts to address potential trafficking crimes during the year, including its investigation of some trafficking-related offenses under existing provisions in the 1998 penal code. However, it maintained its focus on transnational movement, often conflating illegal migration and human trafficking crimes. The government did not make use of the anti-trafficking law, which came into effect on January 1, or the existing penal code to prosecute trafficking offenses during the reporting year. The government did not initiate any investigations or prosecutions of trafficking cases involving Batswana victims subjected to trafficking internally, including children exploited in prostitution and domestic servitude. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking or trafficking-related offenses. In 2014, the government facilitated four workshops for law enforcement, through which roughly 300 police were trained on both labor and sex trafficking. Judicial authorities lectured at the Botswana Police College to sensitize incoming recruits on trafficking issues. While the government developed a national action plan to train officials on the new anti-trafficking law, it failed to implement this plan in 2014, perpetuating a general lack of understanding of trafficking among officials.

PROTECTION

The government sustained limited efforts to protect trafficking victims. The government identified 26 Zimbabwean children as potential trafficking victims after they were initially detained for immigration violations. Law enforcement officials, in partnership with an international organization, coordinated with the Department of Social Services to refer the 26 children to a NGO-run shelter until their repatriation to Zimbabwe. The 2014 anti-trafficking act outlined victim referral measures, but the government has not yet operationalized such procedures or those for victim identification. The 2014 anti-trafficking law mandates the government budget an unspecified amount of funding for victim shelter and transportation assistance; however, it was unclear if it allocated funding for these purposes during the reporting year. The new law permits the government to grant foreign national victims extended stay in Botswana for an undetermined period; however, the government did not utilize this provision during the reporting period. The anti-trafficking law does not include provisions to protect trafficking victims from punishment for unlawful acts committed as a direct result of their being subjected to trafficking; the lack of formal

identification procedures for trafficking victims likely resulted in victims remaining unidentified in the law enforcement system. The government remained without measures designed to encourage victims to assist in the investigation and prosecution of traffickers.

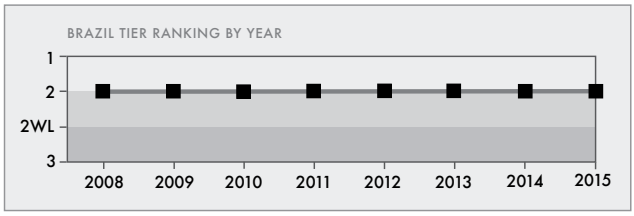
PREVENTION

The government made some efforts to prevent trafficking during the year. The government sponsored a radio campaign to familiarize the general public with the issue of trafficking, coupled with information on cross-border movement and illegal migration. The government did not make efforts to reduce the demand for commercial sex acts or forced labor during the reporting year. It did not provide anti-trafficking training or guidance for its diplomatic personnel in 2014.

BRAZIL: Tier 2

Brazil is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Brazilian women and children are exploited in sex trafficking within the country, and federal police report higher child prostitution rates in the north and northeast regions. Brazilian women are found in sex trafficking abroad, often in Western Europe. Women and girls from other South American countries, including Paraguay, are exploited in sex trafficking in Brazil. Transgender Brazilians are forced into prostitution in Brazil. Brazilian men and transgender Brazilians have been exploited in sex trafficking in Spain and Italy. Child sex tourism remains a problem, particularly in resort and coastal areas; many child sex tourists are from Europe. Brazilian law defines *trabalho escravo*, or slave labor, as forced labor or labor performed during exhausting work days or in degrading work conditions. While not all individuals in *trabalho escravo* are forced labor victims, many are. Some Brazilian men, and to lesser extent women and children, are subjected to *trabalho escravo* and debt bondage in rural areas, including in ranching, agriculture, charcoal production, logging, and mining. Exploitation of workers is sometimes linked to environmental damage and deforestation, particularly in the Amazon region. Brazilians are also found in *trabalho escravo* in urban areas in construction, factories, and the restaurant and hospitality industries. Labor inspectors have identified *trabalho escravo* used by sub-contractors constructing subsidized housing for a government program. Brazil is a destination for men, women, and children from other countries—including Bolivia, Paraguay, Haiti, and China—exploited in forced labor and debt bondage in many sectors, including construction; the textile industry, particularly in Sao Paulo; and small businesses. Brazilian women and children—250,000 children are employed as domestic workers in Brazil—as well as girls from other countries in the region are exploited in domestic servitude. Some Brazilian trafficking victims are forced to engage in criminal activity in Brazil and neighboring countries, including drug trafficking. Brazilian forced labor victims have been identified in other countries, including in Europe. NGOs and officials report some police officers tolerate child prostitution, patronize brothels, and rob and assault women in prostitution, impeding proactive identification of sex trafficking victims. Government officials and former officials have been investigated and prosecuted for *trabalho escravo*.

The Government of Brazil does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government improved data collection on victim identification, strengthened penalties for child sex traffickers, and continued awareness-raising efforts. Brazilian statutes prohibiting trafficking do not align with international law, making it difficult to accurately assess government efforts. Most cases took many years to progress to final convictions, and the number of reported convictions was low given the scale of the trafficking problem. Government funding and provision of specialized services for victims was inadequate; authorities confirmed providing services to only a small portion of potential victims identified.



RECOMMENDATIONS FOR BRAZIL:

Increase efforts to investigate and prosecute trafficking offenses, and convict and sentence traffickers, including those engaged in internal sex trafficking not involving movement, and complicit officials; in partnership with civil society, increase funding for specialized services and shelters for victims of sex trafficking and forced labor; vigorously investigate, prosecute, and sentence those who engage in the prostitution of children, including in child sex tourism; amend legislation to harmonize the definition of trafficking with the 2000 UN TIP Protocol and establish sufficiently stringent sentences for traffickers; verify through ongoing oversight that victims of both sex and labor trafficking are referred to comprehensive services and that officials working at social service centers have funding and training to provide specialized care, such as employment assistance; increase oversight of local guardianship councils so child trafficking victims receive specialized services and case management; enhance timely data collection on prosecutions, convictions, and victim identification and care; increase staff dedicated to proactively identifying victims of sex trafficking and domestic servitude; fund the replication of the Mato Grosso job training program for freed laborers in other states; and increase collaboration between government entities involved in combating different forms of trafficking.

PROSECUTION

Brazilian authorities maintained law enforcement efforts against trafficking, although the lack of a unified anti-trafficking law and comprehensive data made efforts difficult to evaluate. Brazilian laws prohibit most forms of trafficking in persons. Articles 231 and 231-A of the penal code respectively prohibit international and domestic sex trafficking but only if it involves movement, with violence, threats, or fraud as aggravating elements as opposed to necessary elements of the offense. These articles prescribe penalties of two to eight years' imprisonment, which are sufficiently stringent but not commensurate with those prescribed for other serious crimes, such as rape. The laws are inconsistent with international law as the crime of trafficking includes movement as a necessary element and also prohibits moving a person for the purposes of prostitution. Officials investigated and prosecuted cases of sex trafficking not involving movement under other statutes, such as those related to pimping or sexual exploitation. Authorities increased penalties for commercial sexual exploitation of children

in 2014. Article 149 of the penal code prohibits *trabalho escravo*, or reducing a person to a condition analogous to slavery, prescribing penalties of two to eight years' imprisonment. Article 149 goes beyond situations in which people are held in service through force, fraud, or coercion to criminalize other treatment, including subjecting workers to exhausting work days or degrading working conditions. Article 149 does not adequately criminalize non-physical coercion, such as threatening foreign victims with deportation unless they continue work. Draft legislation to harmonize the definition of trafficking with the 2000 UN TIP Protocol was before Congress.

Since Brazilian laws related to trafficking also criminalize non-trafficking crimes, and other laws may have been used to prosecute and convict trafficking offenders, the total number of trafficking investigations, prosecutions, and convictions was unknown. In 2014, authorities reported police investigations of 75 cases and five new prosecutions under Article 231; nine investigations and two new prosecutions under Article 231-A; and 290 new or existing investigations under Article 149, but did not report the number of prosecutions initiated under Article 149. In comparison, in 2013 authorities reported police investigations of 77 cases and 16 prosecutions under Article 231; 12 investigations and eight prosecutions under Article 231-A; and 185 investigations and 101 prosecutions under Article 149. Most sex and labor traffickers convicted by lower courts appealed their convictions while out of jail. These judicial processes lasted years and delays made holding traffickers accountable difficult. Sentences issued under trafficking statutes were leniently implemented. Based on incomplete data, in 2014 federal appeals courts upheld the convictions of nine international sex traffickers in two cases and four labor traffickers, compared with seven sex traffickers and five labor traffickers in 2013. Officials reported no final convictions for cases involving child victims. Sex traffickers convicted in 2014 had sentences ranging from one year to eight years and 10 months' imprisonment; however, most convicted traffickers served these sentences under house arrest or by spending only nights in prison while being free during the day. Imposed sentences for convicted labor traffickers were not reported. Research in Sao Paulo state found only three *trabalho escravo* lower court convictions and none for sex trafficking out of 171 trafficking-related cases registered with criminal prosecutors as of September 2014. In 87 percent of cases, criminal charges were dropped.

Anti-trafficking law enforcement efforts were disjointed due to different laws and government entities involved. Law enforcement units required more funding, expertise, and staff to investigate trafficking, and awareness of trafficking among law enforcement was low. Officials reported bureaucratic hurdles, such as the inability to investigate businesses for sex trafficking without official complaints. Authorities established national and state judicial committees to improve the judiciary's trafficking response. Training for law enforcement remained uneven, especially for state police, though officials reported launching mandatory anti-trafficking training for new federal police. The Ministry of Labor (MOL)'s anti-*trabalho escravo* mobile units freed workers and required those responsible for their exploitation to pay fines. Labor inspectors and prosecutors could only apply civil penalties, and many *trabalho escravo* cases were not criminally prosecuted. Local political pressure, threats from landowners, a shortage of labor inspectors or police, and the remoteness of properties hampered some investigations. Officials found domestic servitude particularly difficult to identify and investigate.

Authorities did not report any new investigations of complicit officials in 2014. An ex-mayor from Amazonas state was convicted by a lower court of promoting child prostitution and incarcerated as he appealed his conviction. Authorities did not report taking action against judges who intentionally delayed investigating this ex-mayor in 2013. The government did not report progress on 2013 cases involving a judge in Bahia state allegedly involved in sex trafficking and police officers in Rio de Janeiro allegedly involved in operating a brothel. A supreme labor court found one congressman guilty of *trabalho escravo* and fined him for collective damages but absolved another congressman of the same crime. The federal supreme court dropped criminal *trabalho escravo* investigations of several Congress members after they were not re-elected.

PROTECTION

The government made uneven progress in victim protection efforts. A government publication provided guidance on how to identify and assist potential trafficking victims, but many officials did not have or did not implement this guidance and lacked guidelines for screening vulnerable populations for trafficking indicators. Government entities used different definitions for trafficking, making it difficult to assess victim identification and assistance efforts. State governments operated 16 state-level anti-trafficking offices, which varied in effectiveness. These offices improved data collection efforts, though unreliable data remained a problem. The anti-trafficking offices and three offices helping migrants at airports reported a total of 85 potential sex trafficking and 844 potential labor trafficking victims in the first half of 2014, and 81 potential sex trafficking and 1,185 potential labor trafficking victims in the latter half; in some cases the same victims were counted twice. Many of the potential labor trafficking victims were identified by MOL mobile inspection units, which identified and freed 1,509 laborers in situations of *trabalho escravo* in 2014. Officials did not report the total number of victims of domestic servitude or commercial sexual exploitation of children identified in 2014.

The federal government did not fund specialized shelters or services for trafficking victims. General victim services and shelters varied in quality from state to state and generally remained underfunded and inadequate. Anti-trafficking offices were responsible for referring victims to services, but authorities did not report how many victims these offices referred to services. The government operated specialized social service centers across the country where psychologists and social workers provided assistance to vulnerable people. Only 557 centers, or 23 percent, were certified to assist trafficking victims, and many centers were underfunded. Officials generally did not refer individuals in *trabalho escravo* to these centers. In 2013, the last year for which statistics were available, these centers reported assisting 292 trafficking victims; authorities did not report the age or gender of 228 of these victims, but reported assisting 12 girls, 10 women, 10 boys, and 32 men. There were no specialized services for male and transgender sex trafficking victims. The government did not fund long-term shelter for trafficking victims. Sao Paulo state opened a temporary shelter for refugees and trafficking victims in October 2014 but did not report how many victims stayed at the shelter. Authorities did not report how many child victims were referred to social service centers in 2014, and specialized shelters for child sex trafficking victims were lacking. NGOs and officials reported local guardianship councils often did not have the expertise or resources to correctly identify child victims and refer them to services.

The government provided individuals removed from *trabalho escravo* with unpaid wages plus three months' minimum wage salary and transportation home, a benefit sex trafficking victims did not receive. While labor prosecutors awarded some workers compensation from fines levied against employers, in some cases officials did not file for these indemnities, and in other cases victims did not receive them due to nonpayment by employers. Authorities did not report the amount of back-pay owed to rescued workers in 2014. Mato Grosso was the only state to provide funds to a program offering vocational training to freed slave laborers. Most rescued slave laborers remained vulnerable to re-trafficking due to few employment alternates and lack of adequate assistance. Some victims were reluctant to testify due to fear of reprisals from traffickers. Sex trafficking victims were eligible for short-term protection under a program for witnesses, but authorities did not report how many victims received protection in 2014. There were no reports victims were penalized for unlawful acts committed as a result of being subjected to human trafficking, though in past years police officers deported foreign citizens in *trabalho escravo*. The government ombudsman recommended foreign victims should be offered refugee status, although authorities did not report how many victims, if any, received this status in 2014.

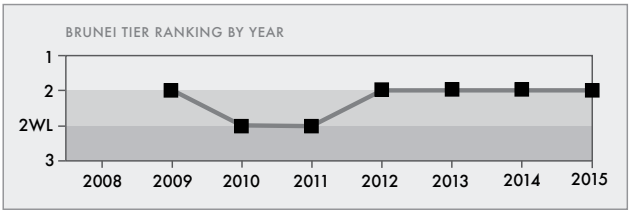
PREVENTION

The government continued prevention efforts, but coordination among initiatives focused on different forms of trafficking was uneven. The national committee on trafficking included selected NGOs, and officials maintained a separate commission to eradicate *trabalho escravo*. Authorities issued two reports in 2014 on efforts to implement the 2013-2016 plan for movement-based trafficking. Most federal ministries reported reduced budgets limited their ability to implement the plan. State anti-trafficking offices often lacked adequate human resources and budgets, and interagency coordination was weak in several states. Federal, state, and municipal entities undertook anti-trafficking initiatives and awareness efforts. The MOL published a public list identifying individuals and businesses responsible for *trabalho escravo*; some companies sued to be removed from the list. The July 2014 list cited 609 employers who were denied access to credit by public and private financial institutions because of this designation. The federal supreme court issued a preliminary ruling to ban the publication of the list in December 2014, and reports indicated in early 2015 major banks and other institutions that would previously not extend credit to companies on this list began to do so. Sao Paulo state law penalized companies using *trabalho escravo* in their supply chain. Authorities continued awareness campaigns in an effort to reduce the demand for commercial sexual exploitation of children. Officials did not report any new investigations, prosecutions, or convictions of child sex tourists in 2014. There was no reported progress on an ongoing prosecution of a case initially investigated in 2007 involving a fishing tour company that brought U.S. citizens to engage in child sex tourism with indigenous girls in Amazonas state. Brazilian military troops received anti-trafficking training prior to their deployment abroad on international peacekeeping missions. The government provided anti-trafficking training or guidance for its diplomatic personnel.

BRUNEI: Tier 2

Brunei is a destination and transit country for men, women, and children subjected to forced labor and sex trafficking. Men and women from countries in Asia such as Indonesia, Bangladesh, China, the Philippines, Thailand, and Malaysia migrate to Brunei primarily for domestic work, or on social visit passes or tourist visas; some are subjected to conditions of involuntary servitude upon their arrival. Some migrants who transit through Brunei become victims of sex or labor trafficking upon arrival in Malaysia or Indonesia. Some women and girls are subjected to sex trafficking. Some victims are subjected to debt bondage, nonpayment of wages, passport confiscation, physical abuse, or confinement. Although it is illegal for employers in Brunei to withhold wages of domestic workers, some employers withhold wages to recoup labor broker or recruitment fees or to compel the continued service of workers. Though prohibited by law, retention of migrant workers' travel documents by employers or agencies remains a common practice. Government officials have been investigated for complicity in trafficking offenses, including domestic servitude.

The Government of Brunei does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued national campaigns to raise trafficking awareness among government officials, foreign diplomatic missions, and members of the public. Authorities identified two suspected sex trafficking victims, but did not prosecute or convict any traffickers. The government did not investigate any cases of forced labor compelled through debt bondage or threats of deportation, though these practices continued to occur. It fined one employer for failing to pay the salary of a domestic worker—a violation known to contribute to trafficking.



RECOMMENDATIONS FOR BRUNEI:

Increase efforts to investigate and prosecute trafficking offenses and convict and punish both sex and labor traffickers, including complicit government officials; increase protective services to provide incentives for victims to participate in investigations and prosecutions, including by allowing adult victims in government shelters to come and go freely and by issuing work permits to all victims; enforce laws prohibiting acts which facilitate trafficking, such as retention or confiscation of migrant workers' identity documents; do not arrest, deport, or otherwise punish trafficking victims for crimes committed as a direct result of being subjected to trafficking; train officials on proactive procedures to identify victims of trafficking among vulnerable groups, with a focus on psychological coercion as a technique used by traffickers; allocate government resources to the fund established by the 2004 law, and allow this to be paid directly to victims as restitution; train judges on Brunei's anti-trafficking laws; provide anti-trafficking training to Bruneian diplomatic personnel; continue comprehensive and visible anti-trafficking awareness campaigns directed at employers of foreign workers and clients of the sex trade; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government did not prosecute or convict any traffickers for the second consecutive year. Brunei prohibits both sex and labor trafficking through its Trafficking and Smuggling Persons Order of 2004, which prescribes punishments of up to 30 years' imprisonment. These punishments are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. The penal code includes a prohibition on traveling outside the country for commercial sex with children, prescribing a punishment of up to 10 years' imprisonment. In 2014, the government screened for suspected trafficking offenses among 81 cases involving labor complaints or prostitution, but it did not prosecute or convict any traffickers. One case of suspected sex trafficking was investigated and remained pending at the close of the reporting period, and an investigation from the previous reporting period remained ongoing. Officials referred cases involving prostitution, unpaid wages, workers fleeing their place of employment, or physical abuse of workers to the Human Trafficking Unit (HTU) of the Royal Brunei Police Force (RBPF) for investigation of potential trafficking. Some referred cases were prosecuted for other offenses. The government continued to provide anti-trafficking training to police officers in the RBPF. Judicial officials, who did not receive anti-trafficking training, sometimes interpreted Brunei's laws to require deception at the recruitment stage; authorities did not effectively prosecute and convict suspects under human trafficking laws when victims migrated willingly and were not deceived about the sector of work they would be entering in Brunei. Officials cited the lack of incentives for victims to remain in Brunei and participate in investigations as an impediment to effective law enforcement. There were no investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government made limited efforts to protect victims. HTU officers implemented a standardized procedure of screening questions when apprehending persons in prostitution and others suspected of being trafficking victims. These efforts led to the screening of potential victims in 81 cases and the identification of two sex trafficking victims. Authorities did not identify any victims compelled into sex or labor exploitation through debt bondage or threats of deportation; some officials considered physical abuse or confinement as necessary factors for trafficking, raising concerns about the effectiveness of the government's identification efforts. Officials apprehended foreign women during brothel raids and detained and deported many for immigration violations; though authorities screened for potential trafficking, misconceptions among some officials may have resulted in some victims remaining unidentified and being subjected to punishment. Similarly, some immigration authorities actively identified and charged violators of immigration laws without reporting identification of or assistance to any trafficking victims among this population. Some trafficking victims, particularly those whose documents had been confiscated or those who had been forced to violate other laws in the course of being subjected to trafficking, may have been fearful of communicating with law enforcement officers. The government maintained a general-purpose shelter that could be used to assist female trafficking victims, but it only permitted them to leave under special circumstances, and then only when accompanied by shelter staff. One victim received assistance in the shelter and two chose to reside at their respective embassies. A mixed-use shelter was available for male child victims, but no facilities were available for men. There were no identified male victims that required such a facility during the reporting period. The 2004 law established a fund to pay the cost of victims' repatriation and compensate individuals helping to prevent or suppress trafficking; however, court judgments—of which there have been none—were intended to be the primary source of funding, and the fund lacked resources. During the reporting period, the Ministry of Home Affairs requested a financial allocation from the government's budget for the fund; negotiations were ongoing at the close of the reporting period. The lack of incentives to remain in Brunei often led foreign victims to decline participation in investigations and elect immediate repatriation. The government reported certain labor trafficking victims who had been legally employed when subjected to trafficking could be eligible on a case-by-case basis to receive employment passes to temporarily work in Brunei while assisting in investigations, though no such passes were issued for a third consecutive year. The government offered no long-term alternatives to removal for victims who may face hardship or retribution upon return to their home countries.

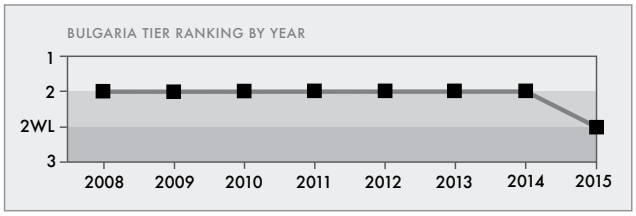
PREVENTION

The government continued efforts to prevent trafficking. The government's interagency committee met regularly and coordinated implementation of a national action plan to combat trafficking, though the plan was not formally approved during the reporting period. The government conducted a national roadshow to raise awareness among the public, and briefings for representatives of foreign diplomatic missions in Brunei on the dangers of trafficking and the process for reporting cases to authorities. Government-influenced media regularly published articles related to trafficking. The government disseminated information telling the public that employers should not withhold workers' passports and closed three employment agencies for operating without a license, but it did not prosecute any employers or agencies for passport confiscation. The government fined an employer for failing to pay the wages of a domestic worker—an act known to facilitate forced labor—and awarded the worker compensation for unpaid wages. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. It did not take discernible measures to decrease the demand for forced labor or commercial sex acts. Brunei is not a party to the 2000 UN TIP Protocol.

BULGARIA: Tier 2 Watch List

Bulgaria is a source and, to a lesser extent, a transit and destination country for men, women, and children subjected to sex trafficking and forced labor. Bulgaria remains one of the primary source countries of human trafficking in the EU. Bulgarian women and children are subjected to sex trafficking within the country, as well as in Europe, Russia, the Middle East, and the United States. Several NGOs assert internal trafficking is increasing. Bulgarian men, women, and children are subjected to forced labor in Belgium, Cyprus, the Czech Republic, Germany, Greece, Israel, Italy, Lithuania, the Netherlands, Norway, Spain, Sweden, the UK, and Zambia, predominantly in agriculture, construction, and the service sector. Bulgarian children and adults with disabilities are forced into street begging and petty theft within Bulgaria and also in Austria, Greece, Italy, Sweden, and the UK. Romanian girls are subjected to sex trafficking in Bulgaria. Government corruption creates an environment enabling some trafficking crimes.

The Government of Bulgaria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Bulgaria is placed on Tier 2 Watch List. During the reporting period, governmental anti-trafficking efforts in prosecution, protection, prevention, and coordination all declined. Bulgaria remained one of the largest source countries of trafficking victims in the EU, yet the government did not fund specialized trafficking victim services. Two state-owned trafficking shelters for women ceased to operate. While a municipality opened one apartment for post-shelter accommodation in November 2014, the country's overall capacity to shelter and provide services was minimal relative to the number of victims identified. Specialized services for child and adult male victims of trafficking were nonexistent. National coordination was marked by inactivity due to the absence of a key leader, staff turnover, structural changes, and overall political instability. Authorities prosecuted and convicted considerably fewer traffickers and issued suspended sentences for the majority of those convicted. Law enforcement action against public officials and police officers complicit in trafficking offenses increased significantly.



RECOMMENDATIONS FOR BULGARIA:

Enhance efforts to investigate, prosecute, and convict traffickers, particularly for labor trafficking, and hold convicted traffickers accountable with prison sentences; provide for specialized assistance, including shelter care, to men, women, and children subjected to trafficking; enhance national coordination through an active national commission and secretariat and development of a current national action plan; proactively target, investigate, prosecute, and convict government officials complicit in trafficking, and hold convicted officials accountable with prison sentences; provide all male victims with services, including reintegration assistance and legal services; provide sensitivity training to prosecutors and judges working with sex trafficking victims; implement a comprehensive database of trafficking crimes and victims identified, referred, and assisted; and allocate government funding for awareness campaigns, including outreach activities to Romani communities.

PROSECUTION

The government did not make progress in law enforcement efforts, as the government prosecuted and convicted considerably fewer traffickers and issued suspended sentences to the majority of those convicted. Bulgaria prohibits all forms of trafficking through Article 159 of its criminal code, which prescribes penalties of between two and 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Authorities launched 81 sex trafficking and six labor trafficking investigations in 2014, compared with 82 sex trafficking and 12 labor trafficking investigations in 2013. Authorities charged 43 defendants with sex trafficking and four with labor trafficking in 2014, compared with 114 and five, respectively, in 2013. The government convicted 53 sex traffickers and one labor trafficker in 2014, compared with 85 sex traffickers and five labor traffickers convicted in 2013. Consistent with previous years, only 18 of the 53 convicted sex traffickers—34 percent—received a prison sentence. In contrast with previous years, the government was unable to report the range of sentences imposed on convicted traffickers that resulted in imprisonment; observers noted the need for improved police and judicial statistics. The specialized court for organized crime, established only in 2012, became more active on human trafficking cases. In June 2014, the court sentenced the leader of a trafficking ring and his two accomplices to prison. Observers reported judges prescribed lesser penalties to sex traffickers if their victims had initially entered prostitution willingly, despite Bulgarian and international law deeming past experience in prostitution irrelevant when there is subsequent exploitation. An almost yearlong period of inactivity at the directorate for combating organized crime resulted in fewer trafficking cases reaching prosecution. Parliament, in February 2015, reversed the reorganization and reinstated the directorate to the Ministry of Interior. Bulgarian authorities cooperated with nine foreign governments on transnational investigations. The government provided some specialized training for police officers, investigators, prosecutors, and judges.

The government demonstrated efforts to combat trafficking-related complicity of public officials. In August 2014, authorities began investigating seven police officers accused of bribery and blackmail, due in part to soliciting bribes from pimps; comparatively, authorities did not launch investigations of police officers in 2013, following five investigations in 2012. Investigations of other police officers in recent years included allegations of recruiting victims, forcing a woman into prostitution, and warning traffickers of planned police raids. Observers alleged police and prosecutors rarely pursued high-profile traffickers, and action against traffickers exploiting Bulgarian victims within the country was minimal. In addition, observers alleged some prosecutors arbitrarily dropped charges against defendants. In January 2013, a court imposed a 10-year sentence on a former municipal councilor charged with leading an organized crime group involved in human trafficking; an appeal of the sentence is still pending.

PROTECTION

The government decreased victim protection efforts and did not adequately provide for victim services. The prosecution service identified 409 victims of sex trafficking and 27 victims of labor trafficking in 2014, compared with 428 sex trafficking and 56 labor trafficking victims identified in 2013. The government identified two foreign child victims in 2014. Observers alleged law enforcement could not effectively identify victims, particularly among the vulnerable refugee population, and noted the border police, refugee authority officials, and consular officials have not referred victims to care providers. Reports indicated police did not proactively search for signs of trafficking among women detained for prostitution, and prosecutors and judges lacked sensitivity when interacting with sex trafficking victims. Victims were often required to give testimony in the presence of the alleged trafficker, and alleged traffickers were permitted to confront victims in court and question them through the judge, including inquiries into victims' previous sexual relationships.

From January to September 2014, the government allocated 69,000 lev ($40,100) to NGOs to operate the two state-run shelters, a decrease from 116,313 lev ($67,679) allocated in 2013. Each shelter

had capacity to house six adult females at a time, and in 2014 the two shelters accommodated 16 female victims in total, a decrease from 29 victims assisted in 2013. Funding for the two shelters lapsed in September 2014. Prior to the funding lapse, NGOs provided victim services in the two national shelters, including medical and psychiatric services and assistance in reintegration, such as preparation for job interviews. In November 2014, the municipality of Burgas opened one apartment as part of its reintegration plan; victims could stay at the apartment rent-free, though no trafficking victims did so during the reporting period. The government operated 15 crisis centers for child victims of violence that could provide shelter and generalized psychological and medical assistance to child victims of trafficking in 2014. The government provided a fixed sum per victim assisted in any of the crisis centers which, according to the State Agency for Child Protection, was insufficient to cover victims' needs, maintain the centers' premises, and attract qualified staff. Despite a 2012 government ordinance prescribing crisis centers to be specialized per type of violence, none of these centers were specialized for trafficking victims. The government did not offer male victims specialized services, including legal aid, reintegration assistance, and shelter. Bulgarian law allows foreign victims who cooperate with law enforcement to stay and work in Bulgaria for the duration of criminal proceedings before deportation. Foreign victims who choose not to assist in trafficking investigations are permitted to remain in Bulgaria for 40 days for recovery before repatriation; the recovery period for foreign child victims is 70 days. No victims received compensation during the reporting period; observers reported the process for seeking compensation continued to be overly bureaucratic and authorities did not always inform victims of their right to apply for compensation and legal aid.

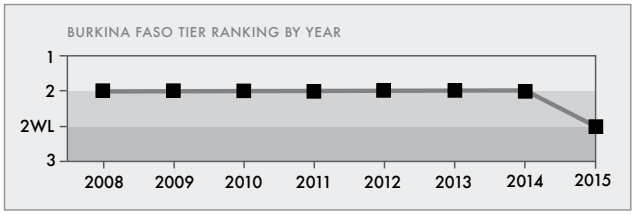
PREVENTION

The government decreased efforts to prevent trafficking. National coordination was marked by inactivity as the inter-ministerial coordinating body, the National Commission for Combating Trafficking in Human Beings, experienced staff turnover and the long-term absence of a key leader. In stark contrast with previous years, the commission held only one awareness campaign in 2014. Nine local commissions continued to run awareness campaigns targeting vulnerable communities, including schoolchildren. The government adopted a national action plan for combating human trafficking, as it has done annually in previous years; however, the 2014 plan was not approved until July 2014, and the government did not approve a plan for 2015 by the close of the reporting period. In March 2015, UNHCR called for Bulgarian authorities to investigate allegations of Bulgarian border authorities routinely pushing back asylum seekers, often with violence, including members of the Yezidi minority who were particularly vulnerable to human trafficking in Syria and Iraq. The government provided anti-trafficking training for its diplomatic personnel, aimed at preventing their engagement or facilitation of trafficking crimes. The government demonstrated efforts to reduce the demand for commercial sex.

BURKINA FASO: Tier 2 Watch List

Burkina Faso is a source, transit, and destination country for women and children subjected to forced labor and sex trafficking. Burkinabe children are subjected to forced labor as farm hands, gold panners and washers, street vendors, domestic servants, and beggars recruited as pupils by unscrupulous Koranic school teachers. Girls are exploited in the commercial sex trade. Burkinabe children are transported to Cote d'Ivoire, Mali, and Niger for forced labor or sex trafficking. To a lesser extent, traffickers recruit women for ostensibly legitimate employment in Lebanon, Qatar, Saudi Arabia, and various countries in Europe, and subsequently subject them to forced prostitution. Burkina Faso is a transit country for traffickers transporting children from Mali to Cote d'Ivoire, and is a destination for children subjected to trafficking from neighboring countries, including Ghana, Guinea, Mali, and Nigeria. Women from other West African countries are fraudulently recruited for employment in Burkina Faso and subsequently subjected to forced prostitution, forced labor in restaurants, or domestic servitude in private homes. In 2014, two Tibetan women were subjected to forced prostitution in Burkina Faso by Nepalese traffickers.

The Government of Burkina Faso does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In November 2014, a transitional government was formed following the resignation of the former president and the dissolution of the government. The government continued to identify and provide services to a large number of child trafficking victims, as well as two Nigerian women subjected to forced prostitution. The government also continued to provide anti-trafficking training and conducted several national awareness-raising efforts throughout the country. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore Burkina Faso is placed on Tier 2 Watch List. The government reported two prosecutions and no convictions during the reporting period—a significant decrease from the 22 prosecutions and 18 convictions reported in the previous year. Additionally, the national anti-trafficking committee did not meet, and the government did not take steps to address unscrupulous Koranic school teachers subjecting children to forced begging.



RECOMMENDATIONS FOR BURKINA FASO:

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

programs, develop a formal referral mechanism to provide victims with long-term care in coordination with NGOs.

PROSECUTION

The government decreased law enforcement efforts. The country's 2008 anti-trafficking law prohibits all forms of trafficking and prescribes maximum penalties of 10 years' imprisonment; these penalties are sufficiently stringent and commensurate with prescribed penalties for other serious offenses, such as rape. In April 2014, the government passed law No. 11-2014/AN, which criminalizes the sale of children, child prostitution, and child pornography and prescribes a penalty of five to 10 years' imprisonment or fines between 1,500,000 West African CFA francs (CFA) ($2,780) and CFA 3,000,000 ($5,570), or both. A provision allowing offenders to pay a fine *in lieu* of serving prison time is disproportionate to the gravity of the crime and inadequate as a potential deterrent. In January 2015, the government arrested a Burkinabe woman for allegedly subjecting more than 30 women to trafficking in Lebanon, Qatar, and Saudi Arabia; the investigation was ongoing at the end of the reporting period. The government reported two prosecutions and no convictions for 2014; this is a significant decrease compared with the 22 prosecutions and 18 convictions reported in 2013. There were no prosecutions or convictions involving forced begging by unscrupulous Koranic school teachers, despite the prevalence of this form of trafficking in the country. The government provided anti-trafficking training to 200 police officers, social workers, judges, teachers, labor inspectors, and traditional and religious leaders, which included information on trafficking victim identification, victim assistance, investigation procedures, and prosecution of trafficking crimes. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses; however, law enforcement efforts remained hindered by general corruption in the judiciary.

PROTECTION

The government sustained efforts to identify and provide protective services to a large number of child trafficking victims. In 2014, the Ministry of Social Action (MSA) reported identifying 280 child victims of trafficking; 211 were victims of internal trafficking, and 69 were victims of transnational trafficking. The majority of these children were intercepted while being transported, sometimes in large numbers on trucks or buses, and were rescued prior to reaching destinations where they would face exploitation, typically in gold mines or in city centers as domestic servants or street beggars; it is unclear whether these children were victims or potential victims of trafficking. Due to severe data collection constraints, the government was unable to determine how many of these children were identified by the government versus NGOs and how many were referred to protective services. The government also identified two Nigerian women subjected to forced prostitution in Burkina Faso; the government provided basic services to the victims and worked with Nigerian officials to facilitate their safe repatriation. It is unclear what steps the government took to assist the 30 women subjected to forced labor in the Middle East.

The government, in collaboration with a variety of local NGOs and international organizations, continued to operate 23 multipurpose transit centers, which provided limited food, medical care, and counseling before reuniting victims with their families. To complement funding from other donors, the government allocated CFA 6,000,000 ($11,100) to support protection activities, including funding for these transit centers; this is a decrease from 2013, when the government allocated the equivalent of approximately $20,000. During the reporting period, the MSA also contributed CFA 15,210,000 ($28,200) to provide nine-month employment training scholarships for 130 vulnerable children, some of whom were trafficking victims. The law provides that foreign citizens may apply for asylum if they fear they will face hardship or retribution if returned to their country of origin. There were no reports trafficking victims were penalized for unlawful acts committed as a direct result of being subjected to trafficking.

PREVENTION

The government sustained moderate efforts to prevent trafficking. The MSA conducted a number of nationwide awareness-raising activities, including lectures, counseling sessions, trainings, and open-forum discussions for the general public. The national anti-trafficking committee did not meet during the reporting period; however, 13 regional bodies brought together police, social workers, transit companies, NGOs, and other groups engaged in combating trafficking on a regional level to coordinate activities to identify and assist victims and potential victims of trafficking, as well as support law enforcement efforts. Regional bodies remained severely underfunded and lacked sufficient resources.

In response to previous cases involving Burkinabe women subjected to forced labor and forced prostitution in Lebanon, the government offered counseling on the potential risks of trafficking to all women who applied for work visas to travel to Lebanon. However, the government did not make any discernible efforts to reduce the demand for forced labor during the reporting period. The government continued its failure to address the issue of traffickers posing as Koranic school teachers who force children to beg in the streets. The government, in partnership with foreign donors, provided Burkinabe troops with anti-trafficking training prior to their deployment abroad on international peacekeeping missions. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

BURMA: Tier 2 Watch List

Burma is a source country for men, women, and children subjected to forced labor and for women and children subjected to sex trafficking. Some Burmese men, women, and children who migrate for work abroad—particularly to Thailand and China, as well as other countries in Asia, the Middle East, and the United States—are subjected to forced labor or sex trafficking. Men are subjected to forced labor in the fishing, manufacturing, forestry, and construction industries abroad, while women and girls are primarily subjected to sex trafficking, domestic servitude, or forced labor in garment manufacturing. NGOs report an increase in the number of Burmese males transiting Thailand *en route* to Indonesia and Malaysia, where they are subsequently subjected to forced labor, primarily in the fishing industry. Some Burmese men in the Thai fishing industry are subjected to debt bondage, passport confiscation, or fraudulent recruitment; some are also subjected to physical abuse and forced to remain aboard vessels in international waters for years. Reports indicate some Rohingya asylum seekers transiting Thailand *en route* to Malaysia are sold into forced labor on Thai fishing boats, reportedly with the assistance of Thai civilian and military officials. Burmese women are transported to China and

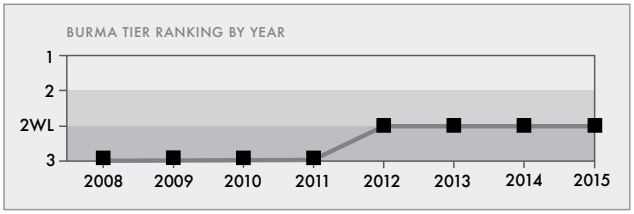
subjected to sex trafficking and domestic servitude through forced marriages to Chinese men; Burmese government officials are reportedly occasionally complicit in this form of trafficking.

Government officials are complicit in trafficking within Burma. Men, women, and children from ethnic areas, including the estimated 98,000 persons displaced by conflict in Kachin and northern Shan States and the estimated 146,000 displaced persons in Rakhine State, are particularly vulnerable to trafficking. Reports indicate some Rohingya women are subjected to sex trafficking in Rakhine State. Local traffickers use deceptive tactics to recruit men into forced labor on palm oil and rubber plantations or in jade and precious stone mines. Children are subjected to sex trafficking or to forced labor in teashops, the agricultural sector, and in begging. Children and adults are subjected to domestic servitude. A small number of foreign child sex tourists exploit Burmese children.

Some military personnel and ethnic armed groups continue to be involved in the recruitment and use of child soldiers, particularly in conflict-prone ethnic areas. Although monitoring groups, including ILO and UNICEF, report the incidence of forced conscription is decreasing, men and boys continue to be forced to serve in the Burmese army and in ethnic armed groups through intimidation, coercion, threats, and violence. Children of the urban poor are at particular risk of conscription. Reports from the UN and former child soldiers indicate army recruiters, including civilian brokers, target orphans and children alone on streets and in railway stations; sometimes recruiters trick children into joining the army and or threaten them with jail or physical abuse if they do not agree to join.

The Burmese military, and to a lesser extent, civilian officials, and some ethnic armed groups use various forms of coercion, including threats of financial and physical harm, to compel victims to provide forced labor. In areas with active conflict, local populations—mostly men, but also women and children— remain at risk for forced labor. International organizations report this practice remains common in conflict regions, particularly in Rakhine State.

The Government of Burma does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to investigate and prosecute cross-border sex trafficking offenses and cooperate with international partners to identify and demobilize children forcibly recruited into the military's ranks. During the reporting period, the government released 376 child soldiers from its armed forces and provided some assistance to civil society groups in their reintegration. The government continued to support a nationwide awareness raising campaign to prevent the recruitment of child soldiers. To better coordinate on combating human trafficking offenses committed by members of the Burmese military, the government designated the deputy minister of defense as a permanent member of its anti-trafficking coordinating body. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Burma is placed on Tier 2 Watch List for a fourth consecutive year. Burma was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to 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. Authorities did not make progress in investigating and prosecuting cases of internal trafficking. Victim identification and protection remained inadequate, and the majority of victims continued to be identified through international repatriations. The government took disciplinary action against an unknown number of military officials for the recruitment and use of child soldiers, but did not prosecute or convict any government officials for forced labor of civilians or forced recruitment of child soldiers. The military did not grant complete, unfettered access for monitors to military bases to inspect for the presence of children.



RECOMMENDATIONS FOR BURMA:

Proactively initiate investigations of both sex and labor trafficking offenses, including trafficking occurring within Burma, and prosecute and convict offenders; increase coordination between specialized anti-trafficking police units, general police units, and prosecutors and provide more resources to prosecutors for trafficking cases; increase efforts to investigate and sanction—including through criminal prosecution—government and military perpetrators of internal trafficking offenses—including forced labor and child soldier recruitment—and make data about these efforts public; cease all recruitment of children into the armed forces and actively identify and demobilize all children currently serving in the military's ranks; develop and implement formal procedures for the proactive identification of victims among vulnerable groups and their referral to service providers; continue to bolster training and resources for consular officials and labor attachés in countries with significant populations of Burmese migrant workers; through partnerships with local and international civil society organizations, prioritize and significantly increase proactive victim protection efforts, including victim shelters, provision of services for male victims, and reintegration support for former child soldiers; do not punish victims for acts committed while being subjected to trafficking or those fleeing forced labor, including children attempting to leave the army; strengthen age verification procedures for new military recruits; take necessary action to clarify roles and responsibilities of law enforcement and authorize the anti-trafficking taskforce (ATTF) police to proactively initiate, investigate, and support prosecution of trafficking cases; reform military policies—including high recruitment targets and the practice of civilian portering—that drive the demand for forced labor and child soldier conscription; grant international monitors unhindered access to inspect any and all recruitment centers, training centers, and military bases for the presence of children; and appoint a case manager to facilitate victims' involvement in criminal proceedings and to maintain a victim-centered approach to investigations and prosecutions.

PROSECUTION

The government continued law enforcement efforts to address cross-border sex trafficking, but did not make progress in holding significant numbers of traffickers, including public officials, criminally accountable for trafficking within the country. Burma prohibits sex and labor trafficking through its 2005 Anti-Trafficking in Persons Law, which prescribes criminal penalties that are sufficiently stringent and commensurate with those prescribed for rape.

Forced labor, including the recruitment of children into the army, is a criminal offense under both the Wards and Village Tracts Administration Act, passed in March 2012, and penal code Section 374; violations can result in imprisonment for up to one year, a fine, or both. In addition, forced labor is prohibited under Section 359 of Burma's 2008 constitution. During the reporting period, the government initiated a legal review to develop recommendations to strengthen the 2005 law.

The government reported investigating 98 cases involving 291 suspects, and prosecuting and convicting 143 traffickers in 2014, compared with 100 cases investigated and 183 traffickers prosecuted and convicted in 2013. As in previous years, the government's law enforcement efforts focused primarily on the sex trafficking or forced service of Burmese women through forced marriages to Chinese men, with the majority of cases pursued by the ATTF in Muse. The government reported investigating 26 suspected cases of internal trafficking and 18 cases of labor trafficking, though it did not provide additional information about the nature of these cases or whether they resulted in any prosecutions or convictions. There were no prosecutions or convictions of civilians for child soldier recruitment. Authorities have never used the 2012 Wards and Village Tracts Administration Act to prosecute a forced labor offense committed by a public official or private entity. Lack of transparency in the justice system, coupled with police and justice officials' limited understanding of trafficking offenses and poor police-prosecutor cooperation in prosecuting complex crimes, made it difficult to verify court statistics provided by the government. Local experts reported general (non-ATTF) police perceived they did not have the authority to pursue investigations proactively and primarily opened investigations only in response to complaints. The Anti-Trafficking in Persons Division (ATIPD) provided both basic introductory and on-the-job training for police, and international organizations funded additional anti-trafficking training for Burmese officials. The ATIPD maintained dedicated ATTF police throughout the country, but a lack of clarity between the roles and responsibilities of ATTF officers and general police investigators, as well as a lack of established channels of communication among law enforcement officials in Burma, continued to hamper the success of investigations and prosecutions. In addition to poor coordination among police units, an acute lack of basic policing equipment and resources was a major obstacle for police to undertake proactive investigations into trafficking crimes.

Corruption and impunity remained pervasive in Burma and hindered the enforcement of human trafficking laws. Police limited investigations in cases with alleged involvement of well-connected individuals. The power and influence of the Burmese military limited the ability of civilian police and courts to address cases of forced labor and the forced recruitment of child soldiers by the armed forces; there was no evidence any soldiers accused of trafficking crimes have ever been prosecuted in civilian courts. The government cooperated with ILO, which received and investigated more than 100 complaints of forced labor and child soldier conscription committed by members of the military or civilian administrators. The Ministry of Defense undertook efforts to investigate and punish military personnel for child soldier recruitment as a result of these complaints, but the government did not provide additional data on the number and type of punishments during the reporting period. There were no other investigations, prosecutions, or convictions of officials complicit in human trafficking offenses.

PROTECTION

The government's victim protection efforts, including modest efforts to provide temporary shelter to Burmese victims repatriated from abroad, remained inadequate. The majority of victims were identified through international repatriations, including 65 male and female victims identified and returned by officials in Thailand, 108 female victims returned from China, and 144 male victims returned from Indonesia; the latter were assisted by an international organization after escaping forced labor on Thai fishing vessels. Police and border officials identified an additional 45 cases, involving 68 victims at border crossings, compared with 47 such cases in 2013. During the reporting period, the government identified and released 322 children from the military through implementation of its UN-backed action plan on child soldiers, an increase from 206 children the previous year. While law enforcement officials in northern Burma continued to identify suspected victims *en route* to China for forced marriages likely to result in sex or labor exploitation, front-line officers throughout the country generally lacked adequate training to identify potential victims in Burma. The government did not make efforts to screen for indicators of trafficking among vulnerable groups, such as individuals deported from neighboring countries, returning migrant workers filing complaints regarding employment abroad, or individuals in prostitution. Military officials were often cooperative in cases of child soldiering brought to their attention by civil society organizations, but were unlikely to proactively identify or investigate such cases. The government often granted UN monitors access to battalion-level military installations to inspect for the presence of children, but occasionally refused to grant access despite a formal commitment to provide unhindered access. The Ministry of Education issued a rule requiring schools to expedite reacceptance for former child soldiers and 200 children received modest reintegration support from the Department of Social Welfare (DSW) and civil society partners, but overall government support to demobilized children remained minimal, with most service provided by civil society organizations.

Police and border officials consistently referred repatriated victims to DSW to receive protective services, but there were no referral mechanisms in place for victims of other forms of trafficking. Local experts reported modest improvement in working-level cooperation between DSW and the police during the year. The government continued to operate five centers for women and children, including trafficking victims, and one dedicated to female victims of trafficking. During 2014, it opened two facilities funded by a foreign donor that could serve both men and women. The government did not report the total number of victims receiving services in these facilities, or whether shelters housed any men. NGOs and foreign donors largely funded and facilitated delivery of the rudimentary services available to victims. DSW lacked the capacity to provide individualized services. Longer-term support was limited to vocational training for women in major city centers and in border areas; the lack of adequate protective measures for victims—particularly males—left them vulnerable to re-trafficking.

Authorities encouraged victims to assist in investigations and prosecutions, but the lack of victim protection or compensation programs, exacerbated by a lengthy trial process and victims' mistrust of the legal system, caused many victims to decline cooperation. A cumbersome investigation process required victims to give statements multiple times to different officials, increasing the possibility of re-victimization. The government made efforts to include victims' perspectives in training sessions with police

and during government meetings. Inadequate efforts to screen for indicators of trafficking in thousands of anti-prostitution interventions may have led to the treatment of sex trafficking victims as criminals. Children who fled military service or were demobilized by civil society organizations continued to face arrest and imprisonment on charges of desertion. The government did not provide legal alternatives to the removal of foreign victims to countries where they may face hardship or retribution.

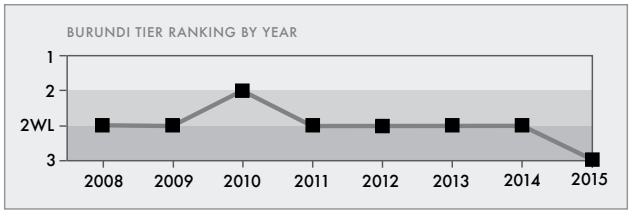
PREVENTION

The government sustained efforts to prevent trafficking. The Central Body for the Suppression of Trafficking in Persons coordinated anti-trafficking programs and policies in line with the five-year national action plan. In December 2014, the deputy minister of defense joined the committee as a permanent member. In August 2014, the military issued a proclamation to all regional commands banning the recruitment and use of child soldiers and establishing a centralized recruiting structure to enable greater oversight; local experts observed this policy was not fully adopted by field commanders. The government did not sufficiently strengthen age verification procedures for military recruits or change military policies—including high recruitment goals, which could not be met through voluntary enlistments, and a requirement that early retirees bring in a new recruit to fill their place—that continued to make children vulnerable to recruitment, including through deception and force. The government continued to deny citizenship to an estimated 800,000 men, women, and children in Burma—the majority of whom were ethnic Rohingya living in Rakhine State. The lack of legal status and access to identification documents significantly increased this population's vulnerability to trafficking. The government conducted awareness campaigns in print, television, and radio media and trained members of community-based watch groups on trafficking. It increased efforts to train members of the military on prohibitions against the recruitment of children. It did not make efforts to punish labor recruiters or brokers for illegal practices that increase migrants' vulnerability to exploitation abroad. The government provided anti-trafficking training for its diplomatic personnel. Anti-trafficking police provided training to new tourism police units to stem child sex tourism. The government did not make efforts to reduce the demand for commercial sex acts or forced labor.

BURUNDI: Tier 3

Burundi is a source country for children and possibly women subjected to forced labor and sex trafficking. Children and young adults are coerced into forced labor on plantations or small farms throughout Burundi, in gold mines in Cibitoke, for informal commerce in the streets of larger cities, collecting river stones for construction in Bujumbura, or in the fishing industry. Traffickers include victims' family members, neighbors, or friends who recruit them under false pretenses, only to later exploit them in forced labor and sex trafficking. Some families are complicit in the exploitation of children and adults with disabilities, accepting payment from traffickers who run forced street begging operations. Children endure domestic servitude in private homes, experiencing nonpayment of wages and verbal and physical abuse. Children in domestic servitude or working in guest houses and entertainment establishments may also be exploited in prostitution. At times, children are fraudulently recruited from rural areas for domestic work and later exploited in prostitution, including in rented houses in Bujumbura. Young women offer vulnerable girls room and board within their homes, eventually pushing some into prostitution to pay for living expenses. These brothels are located in poorer areas of Bujumbura, along the lake, on trucking routes, and in other urban centers such as Ngozi, Gitega, and Rumonge. Some orphaned girls are exploited in prostitution, with boys acting as their facilitators, to pay for school, food, and shelter. Incarcerated women facilitate commercial sex between male prisoners and detained children within the Burundian prison system. Male tourists from East Africa and the Middle East, as well as Burundian government employees including teachers, police officers and *gendarmes*, military, and prison officials, are among the clients of Burundian girls in prostitution. Business people recruit Burundian girls for prostitution in Bujumbura, as well as Rwanda, Kenya, Uganda, and the Middle East. They also recruit boys and girls for various types of forced labor in southern Burundi and Tanzania. In December 2014, an armed group of primarily Burundian rebels invaded the northwestern province of Cibitoke. The estimated 150 rebels reportedly included child soldiers as young as 15 years old.

The Government of Burundi does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government's efforts to combat trafficking continued to be hindered by rampant corruption and limited political will, with limited resources devoted to combating the crime. Though it enacted an anti-trafficking law and validated its national anti-trafficking action plan in 2014, the government did not inform judicial and law enforcement officials of the enactment of the law or how to implement it. The government continued its failure to proactively identify trafficking victims and provide adequate protection services specifically for such victims. The government initiated the prosecution of some suspected traffickers and convicted one trafficker in 2014; however, it continued to focus on transnational trafficking crimes and largely failed to address the country's systemic internal child trafficking problem. Some government officials, including those involved in missions abroad, perpetrated trafficking crimes.



RECOMMENDATIONS FOR BURUNDI:

Implement the anti-trafficking law and significantly increase investigations, prosecutions, and convictions of traffickers, including complicit officials; institutionalize anti-trafficking training to include implementation of the 2014 anti-trafficking law for all police, prosecutors, judges, and border guards; establish standardized procedures for government officials to proactively identify trafficking victims, including children and adults, and refer them to appropriate care; increase provision of protective services to victims, possibly through partnerships with NGOs or international organizations; and institute a unified system for collecting trafficking case data, as distinct from other crimes, for use by all stakeholders.

PROSECUTION

The government made limited law enforcement efforts and failed to prosecute government officials allegedly complicit in trafficking

crimes. The government enacted an anti-trafficking law in October 2014. However, by the end of the reporting period, the Ministry of Justice had not made efforts to inform the country's judicial personnel about the law and how to apply it. The anti-trafficking law prohibits the trafficking of adults and children for the purpose of forced labor or services and sex trafficking. The definition of "forced labor or services" outlined in the law, however, fails to account for situations where an individual might initially consent to labor but is later forced, defrauded, or coerced to provide such labor. Prescribed penalties under the law range from five to 10 years' imprisonment, penalties which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape.

Law enforcement efforts remained hindered by lack of capacity and resources, including the funding for transportation of personnel. Furthermore, rampant corruption and officials' lack of investigative skills and basic understanding of trafficking crimes continued to impede investigations and prosecutions. In addition, the government failed to provide anti-trafficking training for its officials in 2014, unlike in 2013 when it trained 1,000 new police recruits. The National Police's Children and Ethics Brigade, responsible for the investigation of trafficking crimes, remained without adequate resources to effectively carry out its mission. The government continued to focus primarily on transnational child trafficking crimes, and paid limited attention to cases involving adult victims or Burundian victims exploited within the country. In 2014, the government reportedly investigated 60 cases involving either trafficking or kidnapping crimes, while the Ministry of Justice reportedly began prosecuting 25 trafficking or kidnapping cases. Without details on these cases, it was unclear what offenses they included. The attorney general's office reported the government obtained a conviction of one offender for trafficking under the 2009 penal code and sentenced the offender to three years' imprisonment; the government did not provide additional details about this case. In comparison, in 2013 the government initiated two prosecutions of trafficking suspects and convicted one trafficking offender.

The government failed to prosecute or convict any public officials suspected of complicity in human trafficking offenses, despite multiple allegations against teachers, police officers, members of the military and *gendarmerie*, and prison officials, as well as personnel deployed abroad. During the reporting period, an international NGO reported Burundian personnel serving in the African Union Mission to Somalia (AMISOM) allegedly participated in the sexual abuse—and in some instances, sex trafficking—of Somali women and girls in Mogadishu. While the government appointed an official investigative commission to investigate these claims, the government exonerated the allegedly complicit Burundian soldiers and failed to prosecute any of the suspected offenders or recommend punitive action be taken against any members of the Burundian National Defense Force. An African Union investigation, however, concluded there was evidence of the existence of such exploitation and abuse by AMISOM personnel. In addition, high-level security officials were allegedly complicit in running prostitution networks within Burundi, which may have involved children, but the government made no effort to investigate these allegations. Police repeatedly apprehended suspects involved in the commercial sexual exploitation of children, but released them shortly thereafter without prosecution, at times due to the corruption of police and judicial officials. In January 2015, however, authorities arrested a police officer for kidnapping and bringing two girls to a rented house used for prostitution. The alleged offender, charged with rape, remained awaiting trial at the end of the reporting period.

PROTECTION

The government made inadequate efforts to identify and protect trafficking victims. The government reportedly identified seven child trafficking victims in 2014. It was unclear, however, whether it provided services to these victims or referred them to organizations that did. Overall, the government did not provide adequate protection services for victims or support for NGOs, religious organizations, or women's or children's associations that offered such care. Furthermore, officials remained without formal procedures to identify trafficking victims and refer them to these organizations for assistance. The government made only limited efforts to assist victims, with police offering limited shelter and food to victims held in temporary custody and Family Development Centers offering assistance to victims of violence. It was unclear whether trafficking victims received these services during the year. A government-run medical center in Gitega for victims of gender-based violence reportedly provided services to three trafficking victims in 2014. Without standardized identification procedures, trafficking victims likely remained unidentified in the law enforcement system and vulnerable to being penalized for unlawful acts committed as a result of being subjected to trafficking. For example, the Children and Ethics Brigade did not attempt to identify trafficking victims among women in prostitution who were arrested, jailed, or fined. The government did not have a witness protection program or other measures in place to encourage victims to participate in the prosecution of their traffickers. Burundian law did not provide foreign trafficking victims with legal alternatives to their removal to countries where they may face hardship or retribution.

PREVENTION

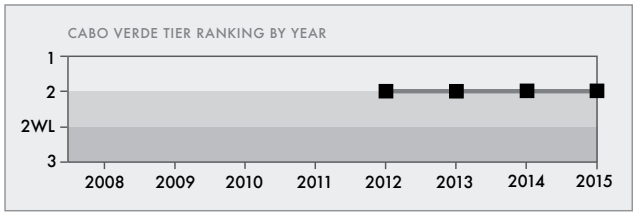
The government decreased efforts to prevent trafficking. The government validated the national anti-trafficking action plan in March 2014, yet it failed to provide funding for its implementation. The government's inter-ministerial anti-trafficking commission did not meet regularly in 2014. Coordination of anti-trafficking efforts across government ministries continued to be poor, while relevant agencies remained largely unaware of the passage of the anti-trafficking law and the scale of the problem, which severely hindered progress. With donor funding, an NGO-led joint working group on human trafficking, which included representation from the National Police and the Ministries of Justice and National Solidarity, met in early 2014 to share information. The government, however, did not take an active role or provide material support to the efforts of the group, and by the end of the reporting period the NGO suspended its activities on trafficking in Burundi. In early 2014, the Children and Ethics Brigade continued its national awareness-raising campaign to educate officials and local populations about the dangers of human trafficking and encourage citizens to report trafficking cases to local authorities. It did not, however, prioritize trainings during most of the year. The government did not report efforts to monitor or investigate fraudulent labor recruitment practices. The government did not provide anti-trafficking training for its diplomatic personnel. The government attempted to prevent child prostitution from occurring within the prison system by separating the children and adults at night; however, children were authorized to have contact with adults during daytime hours. The government also did not make efforts to reduce the demand for commercial sex acts, child sex tourism, or forced labor in 2014.

Prior to their deployment abroad on international peacekeeping missions, Burundian troops received ethics training funded by a foreign donor; the training covered human trafficking and sexual exploitation. Despite this training, an international organization reported in September 2014 that up to 21 members of the Burundian and Ugandan personnel serving in AMISOM were allegedly involved in the sexual abuse—and in some instances, sex trafficking—of Somali women and girls in Mogadishu.

CABO VERDE: Tier 2

Cabo Verde is a source, transit, and destination country for children subjected to forced labor and sex trafficking within the country and in Guinea. Boys and girls, some of whom may be foreign nationals, are exploited in prostitution in Santa Maria, Praia, and Mindelo. Sex tourism, at times involving children in prostitution, also occurs. Children in domestic service often work long hours and at times experience physical and sexual abuse—indicators of forced labor. Cabo Verdean children engaged in begging, street vending, car washing, garbage picking, and agriculture are vulnerable to trafficking. Adult migrants from China, Guinea-Bissau, Senegal, Nigeria, and other ECOWAS countries may receive low wages, work without contracts, and be in irregular status, creating vulnerabilities to forced labor. West African migrants may transit the archipelago *en route* to situations of exploitation in Europe.

The Government of Cabo Verde does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government conducted three prosecutions and enacted a new law that prohibits trafficking offenses against foreign workers. The government also continued efforts to prevent the sexual exploitation of children through the creation of a national coordinating committee and the development of a code of ethics for the tourism industry. However, it did not report any convictions relating to trafficking offenses, identify or offer any specialized services to victims, or conduct any national awareness campaigns during the reporting period.



RECOMMENDATIONS FOR CABO VERDE:

Enact legislation that prohibits all forms of trafficking in persons and prescribes sufficiently stringent punishments; use existing laws to vigorously investigate and prosecute trafficking offenses and convict and punish trafficking offenders; take appropriate steps to clarify that Cabo Verdean law prohibits facilitating the prostitution of children aged 16 and 17; provide specialized training to law enforcement officials and judicial personnel on how to identify trafficking victims and investigate and prosecute trafficking offenses; develop and implement procedures for the identification and referral of trafficking victims amongst vulnerable populations; develop a system to compile comprehensive anti-trafficking law enforcement data; increase efforts to raise public awareness about human trafficking; expand the mandate of labor inspectors to include the regulation of informal sectors; and draft and implement a national action plan on trafficking in persons.

PROSECUTION

The government continued to make minimal law enforcement efforts to combat human trafficking. Cabo Verdean law does not specifically prohibit all forms of trafficking, though several existing statutes cover certain forms. Article 14 of the labor code prohibits forced labor and Article 271 of the penal code outlaws slavery, both of which prescribe sufficiently stringent penalties of six to 12 years' imprisonment. Article 148 of the penal code outlaws facilitating prostitution of children under the age of 16 and prescribes sufficiently stringent penalties of two to eight years' imprisonment when crimes involve victims under 14 years and one to five years' imprisonment in cases with victims aged 14 or 15. The penalties for victims aged 14 or 15 are not sufficiently stringent or commensurate with penalties for other serious crimes, such as rape. The penal code does not prohibit or punish those who facilitate the prostitution of children aged 16 and 17. Investigations into sex crimes, including child prostitution, involving children aged 14 and 15 require complaints from the child's legal guardian; government officials indicated no such case has ever been reported to police. Thus, children in prostitution aged 14 to 17 are rendered virtually invisible to law enforcement and social welfare officials under existing law, granting impunity to those who profit from their exploitation. In July 2014, a Law of Foreigners was passed to address the regulation of foreign workers and visitors in Cabo Verde; the law outlaws the act of knowingly subjecting an undocumented migrant worker to trafficking and prescribes a penalty of two to six years' imprisonment. In December 2014, the ministry of justice drafted an anti-trafficking amendment to the penal code; this amendment was not enacted during the reporting period.

The government failed to provide comprehensive law enforcement statistics during the reporting period. However, the government conducted at least one investigation, which resulted in three prosecutions for child sex trafficking—compared with two investigations, three prosecutions, and three convictions reported in the previous reporting period. A Cabo Verdean court ultimately acquitted the three alleged traffickers prosecuted during the reporting period, citing a lack of sufficient evidence. In collaboration with an international donor, the government co-hosted training for 33 law enforcement and judicial personnel on the identification of trafficking victims. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government made minimal efforts to protect child trafficking victims. The government did not identify or provide care to any trafficking victims during the reporting period, which is a decrease compared with the 17 victims identified during the previous reporting period. There are no shelters or services available specifically for trafficking victims. However, the government operated two shelters, which provided temporary care for child victims of sexual abuse, violence, and abandonment, and maintained five protection and social reinsertion centers, which provided access to reintegration services for children experiencing long-term trauma. The government also continued to operate six day centers through its *Nos Kaza* project, which aims to reduce the vulnerability of street children to forced labor and sexual abuse, including prostitution.

Border police have written procedures to guide officers in proactive identification of trafficking victims; however, these procedures were not fully implemented during the reporting period. The government did not have a formal referral mechanism for trafficking victims in place. However, the Cabo Verdean Institute for Children and Adolescents continued to operate a national network to prevent and provide assistance to victims of child sexual abuse, which coordinated their referral to care and offered support throughout court processes. The government continued to operate a hotline for reporting cases of child abuse, including sexual exploitation and child labor; however, it is unclear whether any cases of trafficking were reported. Cabo Verdean law does not provide for legal alternatives to the removal of foreign trafficking victims to countries where they may face hardship or retribution. There were no reports officials penalized trafficking victims for unlawful acts committed as a result of being subjected to trafficking.

PREVENTION

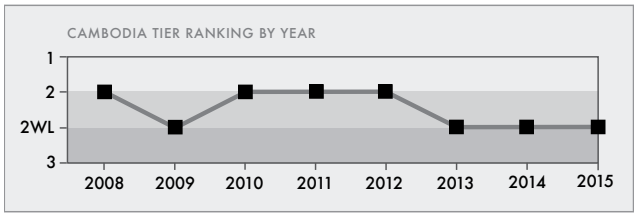
The government sustained modest efforts to prevent trafficking. There was no government entity specifically mandated to coordinate efforts to combat trafficking and no national action plan. In July 2014, however, the government created a national committee dedicated to preventing the sexual exploitation of children; the committee met four times during the reporting period. The government also continued to operate a national committee dedicated to the prevention and elimination of child labor, which also met four times during the reporting period. The government, however, did not identify any forced child labor cases, and labor inspectors were not mandated to conduct inspections in informal sectors, where the majority of forced labor in Cabo Verde occurs. The government did not conduct any national awareness campaigns during the reporting period. In July 2014, the government adopted a code of ethics for the tourism sector in an effort to combat the sexual exploitation of children. The government did not make any tangible efforts to reduce the demand for forced labor during the reporting period. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

CAMBODIA: Tier 2 Watch List

Cambodia is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Cambodian adults and children migrate to other countries within the region and, increasingly, the Middle East for work; many are subjected to sex trafficking or forced labor on fishing vessels, in agriculture, construction, factories, or domestic servitude. Children from impoverished families are highly vulnerable to forced labor, often with the complicity of their families, including in domestic servitude and forced begging in Thailand and Vietnam. Male Cambodians are increasingly recruited in Thailand for work on fishing boats and subsequently subjected to forced labor on Thai-owned vessels in international waters. Cambodian victims escaping this form of exploitation have been identified in Malaysia, Indonesia, Mauritius, Fiji, Senegal, and South Africa. Cambodian men report severe abuses by Thai captains, deceptive recruitment, underpaid wages, and being forced to remain aboard vessels for years. NGOs report women from rural areas are recruited under false pretenses to travel to China to enter into marriages with Chinese men; some are subsequently subjected to forced factory labor or forced prostitution.

All of Cambodia's provinces are a source for human trafficking. Sex trafficking is largely clandestine; Cambodian and ethnic Vietnamese women and girls move from rural areas to cities and tourist destinations, where they are subjected to sex trafficking in brothels, beer gardens, massage parlors, salons, karaoke bars, and non-commercial sites. An NGO report released in 2013 examined the prevalence of children among individuals in the sex trade in commercial sex establishments in three cities and found that children comprised 8.2 percent of this population. The study concludes this represents a significant decline in this form of child sex trafficking since earlier reports by different entities published in 1997 and 2000. The same NGO reported that a March 2015 assessment found the prevalence of children among this population declined to 2.2 percent; these results had not yet been published at the close of the reporting period. Cambodian men form the largest source of demand for child prostitution; however, men from other Asian countries, the United States, Australia, South Africa, and Europe travel to Cambodia to engage in child sex tourism. Vietnamese women and children, many of whom are victims of debt bondage, travel to Cambodia and are subjected to sex trafficking. The Svay Pak area outside Phnom Penh, once known as an epicenter of Cambodia's child sex trade, is now sometimes a transit point for sex trafficking victims from Vietnam who are exploited in hotels and other establishments in Phnom Penh. NGOs report some Vietnamese victims are transported through Cambodia by criminal gangs before being exploited in Thailand and Malaysia. Traffickers are most commonly family or community members or small networks of independent brokers. Corrupt officials in Cambodia, Thailand, and Malaysia cooperate with labor brokers to facilitate the transport of victims across the border. Local observers report corrupt officials often thwart progress in cases where the perpetrators are believed to have political, criminal, or economic ties to government officials.

The Government of Cambodia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Cambodia is placed on Tier 2 Watch List for a third consecutive year. Cambodia was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to meet the minimum standards for the elimination of trafficking and is devoting sufficient resources to implement that plan. The government continued to prosecute and convict traffickers, including one case involving the forced labor of Cambodian men on commercial fishing vessels. The government did not prosecute or convict any complicit officials and did not take disciplinary action against a former anti-trafficking police chief, whose 2011 conviction for human trafficking was overturned in an unannounced, closed-door Supreme Court hearing during the previous reporting period. Local authorities identified and referred 326 domestic sex trafficking victims to NGOs. Despite an increased prevalence of male victims and Cambodian victims exploited abroad, the government did not make progress in providing protection to these groups. The government adopted a new national action plan for combating trafficking. However, it neither finalized draft guidelines for victim identification nor issued formal guidance allowing the use of undercover investigation techniques in trafficking investigations—both of which have been pending initiatives for several years.



RECOMMENDATIONS FOR CAMBODIA:

Finalize and implement a nationwide protocol for the proactive identification of victims among vulnerable groups; increase the availability of services for male victims, especially men exploited in commercial fishing; increase efforts to vigorously investigate and prosecute trafficking offenses and convict and punish labor and sex traffickers, individuals who purchase commercial sex acts from children, and complicit officials; issue an executive decree (prakas) or other official guidance authorizing the use of undercover investigative techniques in the enforcement of the anti-trafficking law; establish systematic procedures and allocate resources to assist Cambodian victims through diplomatic missions abroad or in countries without Cambodian diplomatic representation; implement a system for monitoring, collecting, and reporting data on anti-trafficking law enforcement and victim protection efforts; allocate sufficient funding for the implementation of the national action plan to combat trafficking; develop a policy for formally transferring custody of child victims to NGOs; increase efforts to make court processes more sensitive to the needs and interests of victims, including through the provision of witness protection and options for compensation; and continue public awareness campaigns aimed at reducing the demand for commercial sex and child sex tourism, with an increased focus on addressing the local demand.

PROSECUTION

The government lacked comprehensive data on law enforcement efforts, but information collected from various sources suggests modest progress in prosecutions and convictions. The 2008 Law on the Suppression of Human Trafficking and Commercial Sexual Exploitation explicitly addresses trafficking offenses in 12 of its 30 articles. The law prohibits all forms of trafficking and prescribes penalties that are sufficiently stringent and commensurate with other serious crimes, such as rape. Authorities often lacked familiarity with the anti-trafficking law and used provisions of Cambodia's penal code to prosecute trafficking offenses. The government did not provide comprehensive data on anti-trafficking law enforcement efforts. Authorities reported prosecuting 21 suspected traffickers, but independent sources reported the government prosecuted at least 53 suspects under its anti-trafficking law or comparable provisions in the penal code including 41 for sex trafficking and 12 for labor trafficking. Reports from the government, media, and NGOs indicate the government convicted at least 22 sex traffickers and 7 labor traffickers, an increase from 18 traffickers convicted during the previous year. Convicted traffickers received sentences ranging from two to 15 years' imprisonment. In April 2014, the government convicted six Taiwanese nationals for the forced labor of hundreds of Cambodian men in the commercial fishing sector; one trafficker is serving her sentence and the others remain at large.

The government continued to design and deliver donor-funded training on the implementation of the anti-trafficking law, reaching more than 2,500 law enforcement and judicial officials. Local organizations and some officials recognized an urgent need for more sophisticated evidence collection techniques, including undercover investigations, to decrease the reliance on witness testimony and adapt to the increasingly clandestine nature of sex trafficking in Cambodia. The government did not issue guidance granting explicit approval of undercover evidence collection in human trafficking cases; in the absence of such guidance, prosecutors denied investigators' requests, which effectively forced them to close some investigations. An NGO reported that officials rarely pursued prosecutions in cases of cross-border trafficking, despite many victims' willingness to cooperate with officials.

Endemic corruption at all levels of the Cambodian government severely limited the ability of individual officials to make progress in holding traffickers accountable. Local experts reported one successful case in which authorities prosecuted and convicted six sex traffickers known to have previously received protection from arrest by military police leaders. The government investigated allegations of corruption against one police officer and dismissed him from his position; it did not prosecute or convict any government employees complicit in trafficking nor did it take any punitive measures against Phnom Penh's former anti-trafficking police chief, whose 2011 conviction for human trafficking was overturned in an unannounced, closed-door Supreme Court hearing during the previous reporting period.

PROTECTION

The government continued to identify victims and refer them to NGOs, but overall victim protection remained inadequate. The government did not finalize guidelines for a standardized, nationwide system for the proactive identification of victims among vulnerable groups; it expanded a pilot program to test draft guidelines in five provinces, but despite more than five years of development, the guidelines were not completed. With assistance from an international organization, the government continued to operate a transit center in Poipet, where it screened for trafficking victims among the approximately 50,000 migrants deported from Thailand in 2014; it identified 336 victims and provided them temporary shelter. The government operated a temporary shelter in Phnom Penh for female victims of trafficking and other crimes, and it referred trafficking victims to NGO shelters—most of which cared for victims of several forms of abuse—but did not provide further assistance. Unlike in previous years, authorities did not provide complete statistics on the number of victims it assisted or referred, and the total number of victims identified or assisted by the government or NGOs is unknown. Local police referred 326 sex trafficking victims to provincial agencies for NGO referrals, an increase from 151 referred in the previous year. Two NGOs provided shelter and services to 222 victims without government support. The government did not develop a policy to transfer custody of child victims to NGOs, leaving organizations that accepted child victims vulnerable to court action against them. Government officials at times returned children to high-risk environments if family members would not consent to temporary guardianship in a shelter. Despite a prevalence of male victims, assistance for this population was limited to *ad hoc* sheltering in facilities that lacked experience caring for victims. The Cambodian government required foreign victims to be repatriated to their home countries and did not provide legal alternatives to their removal should they face hardship or retribution upon return to their countries of origin; 21 victims were repatriated to Vietnam during the reporting period.

The government did not have adequate procedures in place for assisting victims identified abroad. Diplomatic missions overseas lacked adequate funding or capacity to provide basic assistance or repatriate victims; victims identified in countries without Cambodian diplomatic representation had access to even less support. International and local NGOs assisted in the repatriation of labor trafficking victims from Thailand, Malaysia, Indonesia, and China, including at least 93 subjected to forced labor on commercial fishing vessels. Cambodian authorities received 436 victims identified and repatriated by the Thai and Vietnamese governments. There were no reports that individuals identified as victims were punished for crimes committed as a result of being subjected to trafficking; however, a lack of formal procedures for victim identification left many victims unidentified and at risk of being punished. Officials often lacked sufficient office space to keep victims and perpetrators separated during interviews. Cambodia's weak and corrupt legal system and the lack of adequate victim and witness protection, exacerbated by a lengthy trial process and fear of retaliation by traffickers, hindered victims' willingness to cooperate in cases. Victims whose families received out-of-court settlements from traffickers often changed their testimonies, hampering the pursuit of successful prosecutions. Victims were theoretically eligible for restitution, though this was limited by a legal requirement that compensation be paid only following the completion of a trafficker's jail term.

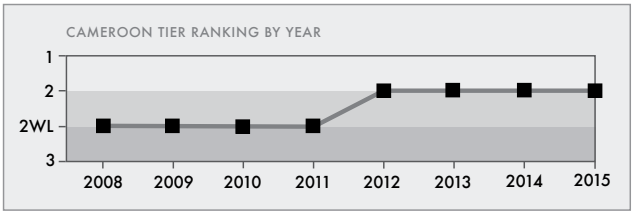
PREVENTION

The government continued moderate prevention efforts. The interagency committee and its secretariat coordinated anti-trafficking efforts, and in February 2015 it launched a new national action plan. The committee continued to face difficulty obtaining funding sufficient to effectively implement activities, though its budget was projected to increase in 2015. Local committees coordinated efforts at the provincial level and, for the first time, the central government provided modest funds to two of five committees that requested them. The government did not punish any labor recruiters for illegal practices that may have contributed to trafficking. With support from foreign and local donors, it produced and disseminated printed materials, radio broadcasts, billboards, and posters addressing the dangers of various forms of human trafficking. The Ministry of Tourism sustained collaboration with NGOs in producing trainings, billboards, and handouts aimed at reducing the demand for commercial sex acts and child sex tourism, though these efforts were targeted at foreign sex tourists rather than the local population that was the main source of demand for commercial sex with children. Authorities reported the arrest of 12 foreign child sex tourists and the conviction of two foreign tourists and seven Cambodian citizens for the purchase of commercial sex acts with children; this is an increase from seven such convictions in the previous year. Local experts reported concern over the government's ongoing failure to properly investigate or impose punishments on foreign nationals who purchase commercial sex acts with children. The government provided anti-trafficking training for its diplomatic personnel and to members of the military prior to their deployment abroad on peacekeeping initiatives.

CAMEROON: Tier 2

Cameroon is a source, transit, and destination country for women and children subjected to forced labor and sex trafficking and a source country for men in forced labor. Trafficking operations usually target two to four children, often when rural parents give their children to an intermediary promising education or a better life in the city. Child traffickers increasingly resort to kidnapping their victims, including in Yaounde, as heightened public awareness about trafficking has led parents to be less willing to give their children to these intermediaries. Cameroonian children are exploited in domestic service, restaurants, street begging or vending, artisanal gold mining, gravel quarries, fishing, animal breeding, and agriculture (on onion, cotton, tea and cocoa plantations), as well as in urban transportation and construction working as errand boys and laborers. Many children are subjected to sex trafficking within the country. Reports document hereditary slavery in northern chiefdoms. Children from neighboring countries are exploited in spare parts shops or by herders in northern Cameroon or transit the country *en route* to Gabon or Equatorial Guinea. Cameroonian women are lured to Europe and other regions by fraudulent internet marriage proposals or offers of domestic work and subsequently become victims of forced labor or forced prostitution. Cameroonian trafficking victims were identified in the Middle East, Haiti, the United States, and several African countries. Teenagers and adults from the Central African Republic (CAR) and Nigeria are lured by the prospect of a better life in Cameroon and subsequently are victims of labor trafficking. Refugees from CAR and Nigeria, as well as displaced Cameroonian citizens fleeing growing insecurity in border areas, are increasingly vulnerable to human trafficking in Cameroon.

The Government of Cameroon does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government increased anti-trafficking law enforcement efforts through the work of two regional multidisciplinary anti-trafficking taskforces and continued to implement its action plan to combat trafficking through reintegrating street children who were victims and conducting grass roots, regional, and national child trafficking public awareness campaigns. Despite these efforts, the government did not make progress in ensuring adult and child trafficking victims were identified and received access to protection services or in providing much needed anti-trafficking training to law enforcement, judicial, and social welfare personnel. Furthermore, the government did not provide budgetary support for the national and regional multidisciplinary governmental bodies responsible for addressing human trafficking. Data collection remained sporadic and did not cover the entire country, resulting in unreliable and incomplete statistics on victim identification and law enforcement efforts.



RECOMMENDATIONS FOR CAMEROON:

Enact legislation to address the lack of victim protection measures and to conform the definitions in the 2011 law with international

law; continue to prosecute and convict traffickers, including government employees complicit in trafficking-related offenses; provide funding to support the anti-trafficking inter-ministerial committee and the three regional multidisciplinary anti-trafficking taskforces; increase efforts to educate police, judges, lawyers, and social workers about the law against human trafficking; develop and provide advanced training on victim-centered investigation and prosecution of human trafficking offenses for the anti-trafficking taskforces; dedicate resources to improve the collection of statistics relating to victim identification and law enforcement; fully implement the standardized procedures for referring trafficking victims to government and NGO care services and provide training on the procedures for government officials and the NGO community; continue to provide training for government service providers to ensure the quality of care for victims; establish multidisciplinary anti-trafficking taskforces in the remaining seven regions; and address cases of hereditary servitude in the northern regions.

PROSECUTION

The government increased anti-trafficking law enforcement efforts. In the 2011 Law Relating to the Fight Against Trafficking in Persons and Slavery, the definition of "trafficking in persons" requires movement and does not include exploitation. The definition of "slavery in persons" does not require movement and prohibits most forms of human trafficking; however, the use of threat, fraud, deception, force, or other forms of coercion is required for a child, under 18 years, to be considered a sex trafficking victim, which is contrary to international law where such means are not required. Section 4 prescribes penalties of 10 to 20 years' imprisonment for trafficking and slavery, which are sufficiently stringent and commensurate with those prescribed for other serious offenses, such as rape. Section 5 prescribes penalties ranging from 15 to 20 years' imprisonment if the trafficking victim is 15 years of age or younger, if a weapon is used, or if the victim sustains serious injuries as a result of trafficking. Section 3 prescribes penalties for debt bondage ranging from five to 10 years' imprisonment. These penalties are also sufficiently stringent. Draft legislation to improve the 2011 law remain under consideration for the third consecutive year; drafted in 2012 in collaboration with the government, an NGO, and national and international experts, these provisions aim to address shortcomings in protection of victims and witnesses, as well as inconsistencies with international law.

During the reporting period, the government initiated 25 trafficking investigations, prosecuted 11 defendants, and secured eight convictions for child trafficking crimes, a significant increase from the five prosecutions and one conviction reported the previous year. Sentences for convicted traffickers ranged from one to 15 years' imprisonment. The prosecution of cases against at least three alleged traffickers and investigations in 10 cases were ongoing. A court dismissed one case involving alleged forced labor of a Cameroonian man in Qatar, and the 2013 conviction of a child trafficker remained under appeal. The government failed to collect comprehensive anti-trafficking law enforcement data from all of Cameroon's 10 regions during the reporting period; however, information was available from the anti-trafficking taskforces in the Northwest and Southwest regions.

Despite the recognized need for training of law enforcement, judicial personnel, and other stakeholders to assist them in distinguishing human trafficking from crimes such as fraudulent adoption, the government failed to directly train its staff; rather it provided in-kind support for NGO-led training sessions on human trafficking for each of the anti-trafficking taskforces in the Northwest, Southwest, and Littoral regions. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The government demonstrated modest efforts to identify and assist child trafficking victims. The government does not produce statistics from all regions on the number of trafficking victims identified or the services victims received. Information from the government and NGOs indicates the government identified 17 child trafficking victims, a slight decrease from the 19 victims identified in the previous reporting period. The government did not provide details to confirm these were human trafficking victims, as compared with fraudulent adoption or other crimes. Of these 17 victims, the government placed 14 children in government or NGO care facilities. The government also reintegrated 31 victims identified the previous year. The government identified at least one adult victim of forced labor, but it is unclear whether he received any services.

The Ministry of Social Affairs (MINAS), with support from an international organization, adopted a national referral system and standard operating procedures to guide the provision of assistance to trafficking and other victims. The government continued to offer direct assistance to vulnerable children and victims, including shelter and medical, psychological, and reintegration support through its shelter facilities in several cities. If identified, female adult victims were offered care in government shelters where victims were not permitted to leave unchaperoned. It is unclear how much funding the government devoted to victim care in 2014, how many victims received services, or whether any trafficking victims benefited from these services during the year. NGOs identified at least 130 victims of trafficking and provided the majority of victim services in the country.

It is unclear whether the government provided counseling, legal support, or any other assistance to victims during court proceedings. Victims may file suits or seek legal action against traffickers, and family members may also bring civil suits against traffickers on behalf of children. Some victims received out of court financial settlements facilitated by regional offices of the National Commission on Human Rights and Freedoms; in a case from Cameroon's Northwest region, a trafficker who forced two children to work in a shop for four years without compensation paid approximately 10,000 Central African francs ($20) per month for the four years as a financial settlement to the victims. The government may provide temporary residency status to foreign victims, but no such cases were reported in the past year. There were no reports the government punished trafficking victims for unlawful acts committed as a direct result of being subjected to trafficking; however, due to a lack of formal victim identification procedures in use during the reporting period, some unidentified victims may have remained unidentified in the law enforcement system.

PREVENTION

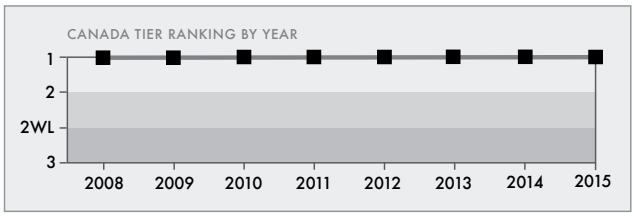
The government demonstrated continued progress in preventing child trafficking. The government increased the number of multidisciplinary regional taskforces from one to three during the reporting period. The taskforces in the Northwest, Southwest,

and Littoral regions, comprised of representatives of social welfare, police, *gendarmerie*, magistrates, and NGOs, coordinated the response to trafficking cases and conducted grass roots awareness campaigns on the radio and through community watch groups. However, the government did not allocate budgetary support for the national inter-ministerial committee, the taskforces, or towards implementation of the new national action plan. Officials continued efforts to implement the plan by identifying and reintegrating street children, publishing a new manual that tightened procedures for adoption of children, and, in collaboration with an international organization, conducting a national awareness campaign against forced labor and sex trafficking of children. MINAS continued to address the phenomenon of street children, a population vulnerable to trafficking, and identified 240 new cases of street children in Yaounde and Douala; it reunited 77 children with their families and offered healthcare, education, and psycho-social services to the others during the reporting period. At ports of entry, trained customs and border security officers interrogated adults accompanying children and checked their travel documents to verify their parentage, and volunteer committees in some rural communities were trained to recognize and monitor vulnerable children. Although Cameroonian trafficking victims were identified in several European and Middle Eastern countries, the government took no action against suspicious labor recruiting practices. The government continued to provide members of the Cameroonian armed forces with anti-trafficking training prior to their deployment abroad on international peacekeeping missions. To reduce the demand for commercial sex acts with children, the government continued its public awareness campaign against sexual exploitation of children; however, it did not try to reduce the demand for forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

CANADA: Tier 1

Canada is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Canadian girls, boys, and women are exploited in sex trafficking across the country; women and girls from Aboriginal communities and girls in the child welfare system are especially vulnerable. Foreign women, primarily from Asia and Eastern Europe, are subjected to sex trafficking in Canada. Law enforcement officials report some local street gangs and transnational criminal organizations are involved in sex trafficking. Labor trafficking victims include foreign workers from Eastern Europe, Asia, Latin America, and Africa who enter Canada legally, but are subsequently subjected to forced labor in a variety of sectors, including agriculture, construction, food processing plants, restaurants, the hospitality sector, or as domestic servants, including in diplomatic households. Canada is a source country for tourists who travel abroad to engage in sex acts with children. Canadian trafficking victims have been exploited in the United States.

The Government of Canada fully complies with the minimum standards for the elimination of trafficking. Canadian authorities maintained law enforcement and prosecution efforts against sex traffickers and increased protections for domestic workers employed in diplomatic households. Awareness and resources against sex trafficking were considerably greater than those against labor trafficking. Government funding for specialized services to trafficking victims was insufficient to meet victims' needs. Interagency coordination was uneven across the provinces and territories, as was national data collection on anti-trafficking efforts.



RECOMMENDATIONS FOR CANADA:

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

PROSECUTION

The government maintained efforts to hold traffickers criminally accountable, though most efforts focused on sex trafficking. Criminal code Section 279.01 prohibits all forms of human trafficking, prescribing penalties of up to 14 years' imprisonment, or life imprisonment in the case of certain aggravating factors, such as kidnapping or sexual assault. There is a five-year mandatory minimum sentence for trafficking of children under the age of 18 years. Such penalties are sufficiently stringent and commensurate with those for other serious crimes. Section 118 of Canada's Immigration and Refugee Protection Act prohibits transnational human trafficking, prescribing a maximum penalty of life imprisonment and fines. Legislation enacted in December 2014 establishes mandatory minimum penalties of four or five years' imprisonment for offenses under Section 279.01 and sets minimum penalties and increases maximum penalties for benefiting from child trafficking or withholding or destroying documents to facilitate child trafficking.

In 2014, police charged 121 individuals in 77 trafficking cases under trafficking statutes; only four of the 77 cases involved labor trafficking. Authorities brought criminal charges against a foreign diplomat and her spouse allegedly engaged in domestic servitude in Canada; the accused traffickers departed Canada before they were charged with trafficking. The government convicted 22 sex traffickers and no labor traffickers in 2014. Of these 22 convictions, eight were achieved under trafficking-specific laws, compared with 25 convictions of which 10 were under trafficking statutes in 2013.

Sentences ranged from fines or community service and probation to 6.5 years' imprisonment; some of these sentences were suspended and credit was given for pre-trial custody. Some police, judges, and prosecutors demonstrated a limited understanding of human trafficking, leading them to categorize trafficking cases as other crimes, bring civil instead of criminal charges, or acquit traffickers. Police and prosecutors used prostitution-related statutes for sex trafficking cases, sometimes due to a perception that proving exploitation to judges is exceedingly difficult. Federal and provincial authorities conducted training sessions for some officials and maintained online training courses. The federal Royal Canadian Mounted Police (RCMP) included trafficking in the national academy training for all new recruits; trained 55 police officers in an in-depth human trafficking investigator's course; and maintained a national anti-trafficking enforcement unit in Quebec. A police sergeant who led a pilot anti-trafficking investigative unit in Hamilton, Ontario pled guilty to charges related to sexual misconduct involving witnesses in human trafficking cases. As he resigned from the police force prior to sentencing, the prosecution under the Police Services Act was halted. Authorities did not report any other investigations, prosecutions, or convictions of government officials complicit in human trafficking. Coordination between the federal, provincial, and territorial governments on anti-trafficking law enforcement efforts continued to be uneven.

PROTECTION

The government maintained existing protections for trafficking victims, but funding for specialized services was inadequate. Police identified 261 victims in cases where trafficking-specific charges were laid in 2014. Of these, 223 were female; 37 were male; 48 were victims of labor trafficking; 213 were victims of sex trafficking; and 85 were children. In comparison, authorities did not report the number of victims identified in 2013, but as of February 2014, there were 198 victims in open trafficking investigations. Immigration officials continued to implement guidelines to assess whether foreign nationals were potential trafficking victims, and police and prosecutors screened potential trafficking cases using established indicators, although application of these guidelines was uneven. The government had no nationwide procedures for other officials to proactively identify and assist trafficking victims. Civil society reported provincial and territorial governments often lacked adequate resources and personnel to effectively monitor the labor conditions of temporary foreign workers or to proactively identify human trafficking victims among vulnerable groups.

The government did not report the number of trafficking victims assisted in 2014. Provincial and territorial governments were responsible for general crime victim services, which were available to trafficking victims, but only one province reported funding specific services for trafficking victims, and none funded dedicated shelters. The range, quality, and timely delivery of services varied, though most provinces could offer trafficking victims access to shelter services intended for victims of violence or the homeless population, short-term counseling, court assistance, and other services. NGOs and law enforcement noted the demand for most services—particularly longer-term services such as housing, drug addiction treatment, psycho-social care, and job skills—exceeded available resources, and NGOs reported inadequate funding and, in some cases, cutbacks in existing funding. Experts reported some shelters for victims of domestic violence would not accept trafficking victims out of fear of their traffickers. NGOs noted victims without proper documentation may not be able to access general services, including health care. The province of Manitoba provided funding for initiatives to identify and assist victims of sexual exploitation, including sex trafficking victims, with a focus on Aboriginal communities. The city of Toronto dedicated funds to renovate a house for an NGO to operate a shelter for female sex trafficking victims. In Montreal, the crime victim compensation fund did not assist individuals in prostitution—even identified trafficking victims. In the province of Ontario, children 16 years and older were not eligible for child protective care and were often diverted to co-ed youth shelters, leaving them vulnerable to recruitment.

NGOs gave differing assessments of the effectiveness of the informal victim referral mechanism, with some desiring a more codified process and others prioritizing flexibility. Foreign trafficking victims could apply for a temporary resident permit (TRP) to remain in Canada. The government issued five TRPs to an undisclosed number of foreign victims in 2014; authorities did not report how many were first-term permits and how many were renewals. In comparison, authorities granted 14 TRPs to 14 foreign victims in 2013. Some foreign victims may have received different forms of immigration relief. During a 180-day reflection period, immigration officials determined whether to grant TRP holders a longer residency period of up to three years. TRP holders could apply for fee-exempt work permits, and it was unclear how many foreign victims received these permits in 2014. Some government officials and NGOs reported difficulties and delays in getting TRPs for foreign victims. While victims waited to receive TRPs, they could not access government services, and NGOs provided this care. There were no reports that identified victims were penalized for crimes committed as a direct result of being subjected to human trafficking. Some NGOs indicated lengthy labor trafficking investigations could expose foreign victims to immigration violations, and some child sex trafficking victims might be treated as juvenile offenders for petty criminal offenses. There were no reports victims filed for or obtained restitution in 2014.

PREVENTION

The Government of Canada maintained diverse trafficking prevention efforts. Public Safety Canada led a federal interagency taskforce and published regular anti-trafficking newsletters. The RCMP continued to conduct awareness-raising activities and published a report on internal sex trafficking. British Columbia had the only provincial anti-trafficking office in the country, which conducted training, prevention, and awareness activities. NGOs in other provinces reported the need for stronger coordination between provincial governments and civil society. Authorities provided information to temporary foreign workers to let them know where to seek assistance in cases of exploitation or abuse and announced an overhaul of the temporary foreign worker program committed to stronger enforcement and tougher penalties for exploitation of workers. The government did not report if these measures led to the identification of any potential trafficking victims. The government limited which foreign diplomats were eligible to bring domestic workers to Canada and hosted the first-ever mandatory trafficking awareness session for domestic workers in diplomatic households in December 2014. Authorities continued to distribute a publication warning Canadians traveling abroad about penalties under Canada's child sex tourism law. There were no public reports of investigations, prosecutions, or convictions of child sex tourists in 2014. Canadian authorities provided anti-trafficking information to Canadian military forces prior to their deployment on international peacekeeping missions. The government made efforts to reduce the demand for commercial

sex but did not report efforts to reduce the demand for forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel.

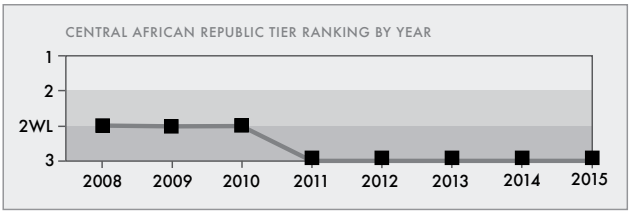
CENTRAL AFRICAN REPUBLIC: Tier 3

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

Surges in violent conflict in recent years resulted in the displacement of nearly one million people, increasing the vulnerability of men, women, and children to forced labor and sex trafficking. In March 2015, approximately 436,000 people remained internally displaced and over 420,000 sought refuge in neighboring countries. There is limited information about the forms of exploitation believed to have increased as a result of the crisis. Until the president's resignation in January 2014, the Seleka coalition was comprised largely of former members of the Convention of Patriots for Justice and Peace (CPJP), the Union of Democratic Forces for Unity, and the Democratic Front of the Central African Republic—all groups known to recruit and use children as soldiers and porters. The recruitment of children for use in armed groups, at times through force, particularly among armed groups aligned with the former Seleka government and the organized village self-defense units fighting against it known as the anti-Balaka, have been widely documented. Ex-Seleka groups reportedly recruited and used children from neighboring countries, including Sudan and Chad, and groups on all sides of the conflict have coerced children into participation in direct hostilities. Despite having signed an action plan with the UN to end the recruitment and use of children, the CPJP continued to recruit and use children during the year. The anti-Balaka evolved from a network of self-defense units previously established by towns and villages to combat armed groups and bandits in areas where the national army or *gendarmerie* were not present. The UN estimated in previous years children comprised one-third of these civilian self-defense units. There were 3,416 children, including 719 girls, involved in the conflict between ex-Seleka and anti-Balaka during the reporting period, with 91.6 percent used by the anti-Balaka, eight percent by the ex-Seleka, and 0.4 percent by the Lord's Resistance Army (LRA) and the Revolution et Justice (RJ). UNICEF estimated 10,000 children remain associated with the ex-Seleka and anti-Balaka. Children formerly associated with armed groups are at risk of re-recruitment.

The LRA, a Ugandan rebel group that operates in eastern regions of the CAR, continued to enslave Central African, South Sudanese, Congolese, and Ugandan boys and girls for use as cooks, porters, concubines, and combatants. The LRA also committed abductions, forced girls into marriages, and forced children to commit atrocities such as looting and burning villages, killing village residents, and abducting or killing other children. During the reporting period, UNICEF reported the LRA abducted 15 children, including seven girls, in eastern CAR. Some of these children may have been taken back and forth across borders into South Sudan or the DRC.

The Government of the Central African Republic does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. In March 2015, the Minister of Public Security signed a decree creating an inter-ministerial committee to combat human trafficking that will report to the Ministry of Public Security. The government conducted a limited number of investigations and prosecutions of suspected cases of human trafficking, but did not identify, provide protection to, or refer to service providers any trafficking victims. A transitional government assumed power in January 2014 and, before that time, armed groups aligned with the former Seleka government recruited and used children in the commission of atrocities and re-victimized children previously rescued and separated from armed groups. A working group established by an NGO, in partnership with the government, began drafting a national action plan against trafficking during the reporting period for presentation to the Transitional National Council during 2015.



RECOMMENDATIONS FOR CENTRAL AFRICAN REPUBLIC:

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

encourage the public and relevant governmental authorities to identify and report trafficking victims among vulnerable populations, such as women and girls in prostitution, street children, children associated with armed groups, and Ba'aka.

PROSECUTION

The government made limited anti-trafficking law enforcement efforts during the reporting period. Article 151 of the CAR's penal code prohibits all forms of trafficking in persons and prescribes penalties of five to 10 years' imprisonment, which are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. If the offense involves a child victim, Article 151 prescribes the additional penalty of hard labor. If the offense involves a child victim of sex trafficking or forced labor similar to slavery, the prescribed penalty is life imprisonment with hard labor. Articles 7 and 8 of the January 2009 Labor Code prohibit forced and bonded labor and prescribe sufficiently stringent penalties of five to 10 years' imprisonment. Victims can file civil suits to seek damages from their traffickers. These provisions were not enforced. Approximately 58 complaints were lodged against 27 defendants in the Mbaiki court and 51 of those cases of suspected human trafficking offenses were investigated. Nine cases were prosecuted, three of which resulted in convictions during the reporting period. A couple convicted of trafficking a man from the CAR to the Republic of the Congo to perform farm labor was sentenced to 10 years in prison and ordered to pay five million Central African CFA francs ($13,000). Traditional dispute resolution methods are widely practiced throughout the country to punish criminal acts, often to the exclusion of formal legal proceedings. The government did not investigate or prosecute any public officials for their alleged complicity in trafficking crimes during the reporting period. NGOs reported low political will to prosecute traffickers. NGOs provided law enforcement officials technical training to identify and investigate trafficking cases, but officials outside the capital may not have had access to copies of the law.

PROTECTION

The government made minimal efforts to protect victims. It did not develop measures for the proactive identification of victims among vulnerable groups or enact a standardized system for referring identified victims to NGOs to receive care. The government did not report identifying any trafficking victims during the year. An NGO identified 104 victims of trafficking, including 51 in Mbaiki and 54 in Bangui. It assisted many of the victims in Mbaiki by sourcing appropriate shelter, obtaining health care services, mental health services, vocational training, and legal assistance, and by resettling them within the country. In cooperation with UNICEF, the government engaged in discussion with anti-Balaka and ex-Seleka commanders to demobilize child soldiers they recruited. As a result, in the reporting period, 2,589 child soldiers were demobilized, including 1,986 from anti-Balaka groups, 585 from ex-Seleka, 15 children freed from the LRA, and one from RJ. The remaining children remained awaiting certification and release operations planned for May 2015.

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

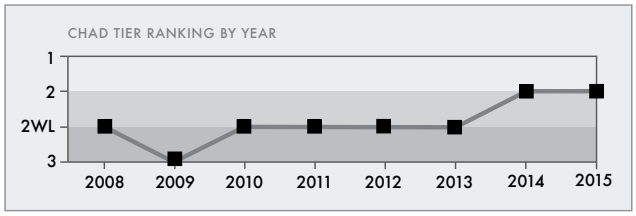
PREVENTION

The government did not report any anti-trafficking prevention efforts during the reporting period. The government's working group carried out limited activities due to continued violence that pervaded the country during the reporting period. In March 2015, a working group established by an NGO, in partnership with the government, began drafting a national action plan against trafficking during the reporting period for presentation to the Transitional National Council during 2015. The government did not report any efforts to establish a policy against child soldiering or raise awareness about the country's laws prohibiting the use of children in armed forces. The government did not report any measures to reduce the demand for commercial sex acts during the year or provide anti-trafficking training for its diplomatic personnel.

CHAD: Tier 2

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

The Government of Chad does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government took steps to increase its capacity to combat trafficking and sustain its progress in the previous reporting period. It drafted legislation specifically prohibiting human trafficking, institutionalized anti-trafficking training at the national police academy, and prioritized and planned its future anti-trafficking efforts by incorporation of trafficking provisions in the Ministry of Justice's broader action plan. It regularly convened the inter-ministerial committee on trafficking and identified at least 30 trafficking victims. Additionally, the government continued efforts to prevent the recruitment and use of child soldiers by providing training to military leaders. However, the government reported fewer prosecutions and convictions, did not provide services specifically tailored for trafficking victims, and did not systematically refer victims to NGOs and international organizations for care.



RECOMMENDATIONS FOR CHAD:

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

PROSECUTION

The government sustained modest anti-trafficking law enforcement efforts. Existing laws do not specifically prohibit trafficking, though they do prohibit forced prostitution and many types of labor exploitation. Title 5 of the labor code prohibits forced and bonded labor, prescribing fines of 50,000 to 500,000 Central African CFA francs (FCFA) ($93-$928), but not imprisonment; these penalties are not sufficiently stringent to deter this form of trafficking and do not reflect the serious nature of the crimes. Penal code Articles 279 and 280 prohibit the prostitution of children, prescribing punishments of five to 10 years' imprisonment and fines up to FCFA 1,000,000 ($1,860); these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes. Pimping and owning brothels are prohibited under penal code Articles 281 and 282. The 1991 Chadian National Army Law prohibits recruitment of children younger than 18 years; punishment for those who violate this provision is at the discretion of military justice officials. Draft revisions to the penal code intended to prohibit child trafficking and provide protection for victims have not been enacted for the fifth consecutive year. The government drafted anti-trafficking legislation with the support of an international donor; the draft was pending final review by the Ministry of Justice at the close of the reporting period.

Although the government did not collect comprehensive law enforcement data, the government, NGOs, and international organizations reported at least five investigations, five prosecutions, and three convictions during the reporting period, a decrease from the 36 investigations, 23 prosecutions, and 11 convictions reported the previous year. During the reporting period, the Ministry of Social Action, with the support of international organizations, developed training modules on the protection of vulnerable populations, including trafficking victims; the modules were integrated into police training in April and May 2015. During the previous reporting period, the government commenced the prosecution of a senior military official for allegedly trafficking three boys for the purposes of forced labor. NGOs report military and local officials were complicit in trafficking offenses during the reporting period.

PROTECTION

The government sustained minimal efforts to identify and provide protection to trafficking victims. It did not officially report the number of victims identified or referred to protection services, although it identified at least 33 victims as part of the aforementioned investigations. Regional committees, located in eight regions within Chad, identified and referred an unknown number of victims to protective services, but these bodies lacked adequate support and resources. The lack of formal victim identification procedures continued to be a problem. Inadequate human and financial resources severely limited the government's ability to provide adequate services to victims of all crimes, including victims of trafficking. The government provided limited in-kind contributions and social services to victims of crime through a joint agreement with UNICEF, though these services were not tailored to the specific needs of trafficking victims. Through this joint agreement, the government provided facilities to UNICEF, which used the buildings as shelters for trafficking victims. During the reporting period, these multipurpose shelters were used to provide shelter and services to at least 26 children; the government ultimately reunited the children with their families. The government did not have a formal policy in place to offer temporary or permanent residency for foreign victims of trafficking. There were no reports the government detained, fined, or jailed any trafficking victims for unlawful acts committed as a direct result of being subjected to human trafficking.

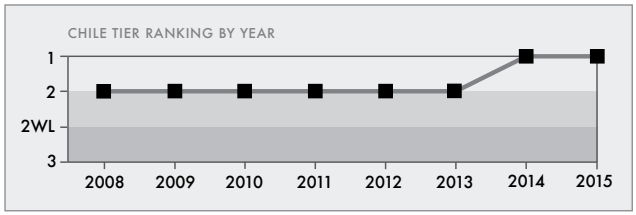
PREVENTION

The government sustained modest efforts to prevent trafficking. The inter-ministerial committee responsible for coordinating government efforts to combat trafficking extended its membership to local and international NGOs and met regularly throughout the reporting period. The Ministry of Justice and Human Rights developed a national action plan for 2015 on human rights, which includes anti-trafficking efforts. The Ministry of Social Action concluded a mapping project aimed at tracking violations of children's rights, including trafficking; the findings are meant to inform the development of a trafficking-specific national action plan. The government partnered with a local NGO to conduct a public awareness event for local leaders on human trafficking; 122 participants attended the event, which was also covered by two radio stations. In June 2014, the government partnered with an international organization to conduct training for military leaders on child soldier identification and children's rights. Additionally, in February 2015, the government convened a meeting with local leaders and NGOs to disseminate the 2013 presidential directive which prohibits the recruitment or use of child soldiers and requires proof of age for all soldiers and recruits. The government made no discernible efforts to reduce the demand for forced labor or commercial sex during the reporting period. The government provided Chadian troops anti-trafficking training prior to their deployment abroad on international peacekeeping missions, in collaboration with a foreign donor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

CHILE: Tier 1

Chile is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Chilean women and children are exploited in sex trafficking within the country, as are women and girls from other Latin American countries and possibly from Asia. Men, women, and children—primarily from other Latin American countries, as well as Asia—are exploited in forced labor in mining, agriculture, construction, street vending, the hospitality and restaurant sectors, the garment sector, and in domestic service. Authorities report that Chinese immigrants may also be vulnerable to both sex trafficking and forced labor. Chilean authorities identified 90 children involved in illicit activities in 2014, including drug trafficking and robbery; some of these children may have been trafficking victims. Chilean officials report that Chile is a transit country for trafficking victims from other countries, including possibly to Europe, and that some Chilean women may be exploited in sex trafficking in other countries. NGOs report brothels in small towns are often frequented by police officers, dissuading potential trafficking victims from reporting their exploitation.

The Government of Chile fully complies with the minimum standards for the elimination of trafficking. Authorities increased convictions of sex traffickers under child prostitution statutes and continued to provide specialized services to child sex trafficking victims and adult female victims. The government established six new regional anti-trafficking taskforces in 2014. While authorities increased training for a range of front-line responders, many government officials lacked adequate expertise and resources to identify victims and refer them to or provide specialized services. Authorities did not prosecute internal child sex trafficking as human trafficking, which hindered efforts to penalize traffickers with sufficiently stringent sentences and accurately assess anti-trafficking efforts, and most convicted traffickers were not imprisoned.



RECOMMENDATIONS FOR CHILE:

Increase efforts to investigate and prosecute all forms of human trafficking under Law 20507 and convict and penalize traffickers with sufficiently stringent sentences, ordering victim restitution as appropriate; expand victims' access to comprehensive services through increased referrals to and funding for these services, in partnership with civil society; increase training for front-line responders in victim identification and implementation of the victim assistance protocol; continue to increase the use of the anti-trafficking law, including to prosecute child sex trafficking; implement mechanisms requiring that cases of third-party prostitution of children be referred to specialized anti-trafficking police and prosecutors and issue guidance to law enforcement and justice officials clarifying that third-party prostitution of children is trafficking; continue to strengthen law enforcement's capability to investigate trafficking cases outside the capital, especially involving potential forced labor and domestic servitude; develop guidelines for officials to screen children involved in illicit activities for trafficking indicators; continue to improve data collection; and continue to enhance interagency coordination mechanisms and communication with NGOs.

PROSECUTION

The government strengthened anti-trafficking law enforcement efforts. Law 20507 prohibits all forms of human trafficking, prescribing penalties ranging from five years and a day to 15 years' imprisonment, plus fines, for trafficking offenses. Such penalties are sufficiently stringent and are commensurate with those prescribed for other serious crimes, such as rape. Chilean officials continued to investigate and prosecute many internal child sex trafficking cases under Article 367 of the penal code, which penalizes promoting or facilitating the prostitution of minors. Penalties for this crime range from three to five years' imprisonment, sentences which are less than the sanctions imposed for rape, and in practice are often commuted to parole or suspended sentences.

Anti-trafficking police units opened investigations of 14 new sex trafficking and two new labor trafficking cases in 2014. Chilean prosecutors commenced 118 trafficking prosecutions in 2014; 115 involved the facilitation of the prostitution of children, while only three cases, which involved the trafficking of adults, relied on the anti-trafficking law. This represented an increase from 71 prosecutions initiated for prostitution of children in 2013 but a significant decrease in other trafficking prosecutions, as authorities had opened 18 prosecutions under the anti-trafficking law in 2013. The government convicted five traffickers for international sex trafficking under Law 20507 in 2014 and handed down 22 convictions for an unknown number of traffickers under Article 367. None of the five traffickers convicted under the anti-trafficking law were incarcerated; most received suspended sentences and fines, while one was sentenced to 600 nights in prison. Sentences for traffickers convicted under Article 367 range from 300 days to four years' imprisonment, although most convicted traffickers were released on parole or given suspended sentences. In comparison, in 2013 authorities convicted seven sex traffickers and two labor traffickers using anti-trafficking statutes and three traffickers under Article 367. Authorities investigated a former deputy police chief for involvement in the commercial sexual exploitation of children while in office. The government did not report any prosecutions or convictions of officials complicit in human trafficking offenses. Authorities maintained mandatory anti-trafficking training in the police academy for all new detectives and published a best practices guide on anti-trafficking investigations. The government provided specialized training on trafficking to 400 government officials in 2014, including law enforcement, prosecutors, justice officials, social workers, and labor inspectors, often in partnership with NGOs and international organizations. Authorities maintained a trafficking and smuggling investigative police unit in Santiago and established a new unit in Iquique to cover cases in northern Chile. Law enforcement reported that lack of qualified interpreters hampered some trafficking investigations with foreign victims. The public prosecutor's office maintained an internal trafficking working group.

PROTECTION

Authorities maintained victim protection efforts. Prosecutors identified 16 potential trafficking victims during the year, a significant decrease from 164 identified in 2013. Of these victims, two were labor trafficking victims while 14 were exploited in sex trafficking. Most child sex trafficking victims were not identified as such,

and the National Service for Minors (SENAME) identified and assisted 1,290 children in commercial sexual exploitation in 2014. Authorities employed an interagency victim assistance protocol, which established guidelines and responsibilities for government agencies in trafficking victim care, but law enforcement officials lacked guidelines for dealing with potential trafficking victims detained or placed in protective custody for alleged criminal acts, such as children involved in illicit activities. While the government conducted increased training for front-line responders on victim identification, including for public health officials and social workers, NGOs reported many government officials responsible for identifying and assisting victims had limited expertise to identify trafficking victims, particularly for labor trafficking.

Provision of victim services remained uneven across the country. All of the 16 potential victims reported by prosecutors received direct assistance from the public prosecutor's office or NGOs, and the public prosecutor's office provided 1.39 million Chilean pesos ($2,290) for trafficking victims' care, including lodging, in 2014. Almost all NGOs assisting trafficking victims received some government funding, but all reported funding for these services was inadequate to provide all necessary services, especially to fund shelter operation. The government provided 85 million Chilean pesos ($140,000) to fund an NGO-operated shelter for women victims of trafficking, smuggled women, and their children. The shelter housed six foreign victims in 2014, including one labor trafficking victim, and facilitated health, migration, and employment services. SENAME provided services to child victims of sex trafficking through its national network of 17 NGO-operated programs for children subjected to commercial sexual exploitation—including boys—which received 1.54 billion Chilean pesos ($2.54 million) in 2014. SENAME also funded one residential shelter exclusively for child victims of commercial sexual exploitation which housed 30 children in 2014. Authorities provided some trafficking victims with legal assistance in 2014, though NGOs reported most legal services are provided by civil society. Specialized assistance for male victims was limited. Reintegration services such as education and job placement remained lacking, and officials reported that access to quality mental health services was expensive and limited. Foreign victims were eligible for temporary residency visas with the right to work for a minimum six-month period, and four victims received this residency in 2014. In response to the extensive wait time for temporary visas in 2013, authorities streamlined the application process in the capital region; immigration officials required prosecutors to pay for victims' visa fees, stretching limited assistance funds. The law also establishes foreign victims' rights to take steps toward regularizing their legal status in Chile. The government did not report granting restitution to any victims through civil or criminal cases in 2014. There were no reports the government penalized trafficking victims for unlawful acts committed as a direct result of being subjected to trafficking.

PREVENTION

The government maintained prevention efforts. The Ministry of Interior continued to lead the anti-trafficking interagency taskforce—which included government agencies as well as international organizations and local NGOs—with three sub-commissions. The taskforce implemented the existing national anti-trafficking action plan and published trafficking statistics for the first time. Authorities established six regional anti-trafficking taskforces in 2014. The government conducted some awareness efforts, including prevention campaigns focused on commercial sexual exploitation of children. Authorities provided anti-trafficking training to Chilean troops prior to their deployment abroad for international peacekeeping missions. The government took actions to reduce the demand for commercial sex acts involving children by prosecuting individuals who purchased sex from prostituted children, but did not report efforts targeting the demand for forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel.

CHINA: Tier 2 Watch List

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

State-sponsored forced labor continues to be an area of significant concern in China. "Re-education through labor" (RTL) was a systematic form of forced labor that had existed in China for decades. The PRC government reportedly profited from this forced labor, which required many detainees to work, often with no remuneration, for up to four years. By some estimates, there had been at least 320 facilities where detained individuals worked in factories or mines, built roads, and made bricks. In 2013, the PRC's National People's Congress ratified a decision to abolish RTL. The government closed several RTL facilities by the beginning of April 2014; however, the government converted other RTL facilities into state-sponsored drug detention or "custody and education" centers, and continues to force prisoners to perform manual labor. Some women arrested for prostitution are detained for up to two years without due process in "custody and education" centers and subjected to forced labor—such as making tires, disposable chopsticks, toothpicks, or dog diapers—in at least 116 "custody and education" centers throughout China.

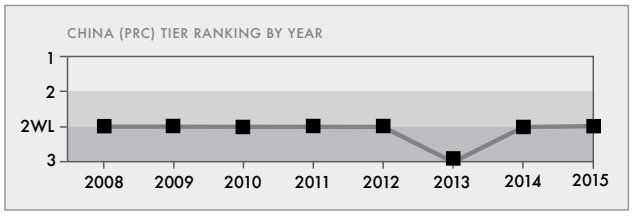
Chinese women and girls are subjected to sex trafficking within China; they are typically recruited from rural areas and taken to urban centers. Well-organized criminal syndicates and local gangs play key roles in the trafficking of Chinese women and girls in China. Victims are recruited with fraudulent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

Chinese men, women, and children are also subjected to forced labor and sex trafficking in other countries. Traffickers recruit girls and young women, often from rural areas of China, using a combination of fraudulent job offers and coercion; traffickers impose large travel fees, confiscate passports, confine, or physically and financially threaten victims to compel their engagement in prostitution. Chinese men and women are forced to labor in service sectors, such as restaurants, shops, agriculture, and factories in overseas Chinese communities. Chinese men experience

abuse at construction sites, in coal and copper mines, and other extractive industries in Africa, and face conditions indicative of forced labor such as withholding of passports, restrictions on movement, nonpayment of wages, and physical abuse. Chinese children are vulnerable to forced labor in quarries, farms, and construction sites in Angola. Chinese women and girls are subjected to forced prostitution throughout the world, including in major cities, construction sites, remote mining and logging camps, and areas with high concentrations of Chinese migrant workers. African men are exploited on Chinese vessels, working under conditions indicative of forced labor.

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

The Government of the People's Republic of China (PRC) 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 reported convicting at least 35 traffickers, through its publicly available data, and reported cooperating with neighboring countries to repatriate foreign trafficking victims. Despite these efforts, the government did not demonstrate overall increasing efforts to address anti-trafficking compared to the previous year; therefore, PRC is placed on Tier 2 Watch List. The government reported ceasing the RTL system in 2013, but reports indicate the government converted some RTL facilities into different types of detention centers—including state-sponsored drug detention and "custody and education" centers—that continued to employ forced labor. The government arrested a significant number of women and children in police raids on prostitution rings and some of them may have been punished without being properly screened for trafficking indicators. Chinese authorities continued to forcibly repatriate North Korean refugees by treating them as illegal economic migrants—despite reports that many North Korean female refugees in China were trafficking victims.



RECOMMENDATIONS FOR CHINA:

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

PROSECUTION

The government did not directly provide data on anti-trafficking law enforcement efforts. The Chinese criminal code prohibits many forms of trafficking and prescribes harsh penalties. Article 240 of China's criminal code prohibits "abducting and trafficking of women or children," which is defined as a series of acts (e.g., abduction, kidnapping, purchasing, selling, sending, receiving) for the purpose of selling the women and children. That article does not apply to men; further, the acts that comprise the crime are not tied to a purpose of exploitation, such as forced labor or forced prostitution, which is how international law defines trafficking in persons. Crimes under Article 240 are punishable by no less than 10 years' or life imprisonment and the death penalty is possible in particularly serious circumstances. Article 358 prohibits organizing prostitution and forced prostitution, which is punishable by five to 10 years' imprisonment or, with aggravated circumstances, up to life imprisonment. Article 358 is overly broad in prohibiting both forced prostitution and prostitution. Article 359 makes it a crime to lure girls under the age of 14 into prostitution, but does not criminalize facilitating the prostitution of boys under 18 or girls between the ages of 14 and 18, although two provincial supreme courts have found Articles 358 and 359 to extend to men, women, and children, generally. Prescribed penalties under these statutes are sufficiently stringent and commensurate with those prescribed for other serious crimes, including rape. Article 244 of the Chinese criminal code prohibits "forcing workers to labor," punishable by three to 10 years' imprisonment and a fine, and expands culpability to those who recruit, transport, or assist in "forcing others to labor," but appears only to criminalize the employer engaged in forced labor, not others who may have recruited, transported, or transferred such workers, which is how the crime of trafficking for the purpose of forced labor is defined in international law. Prescribed penalties under these statutes are sufficiently stringent and commensurate with those prescribed for other serious crimes, including rape. It remains

unclear whether, under Chinese law, all children under the age of 18 in prostitution are considered victims of trafficking regardless of whether force is involved.

In public data released by the Ministry of Public Security (MPS), officials stated the government arrested 194 alleged traffickers and convicted at least 35 traffickers. Due to limited data and the government's tendency to conflate human smuggling, child abduction, prostitution, and fraudulent adoptions with trafficking offenses, it is not clear the exact number of trafficking cases the government investigated and prosecuted in accordance with international law. The government made some efforts to cooperate with foreign governments to investigate allegations of trafficking. The government reportedly increased cooperation with neighboring governments in sharing intelligence and collecting evidence on those who are involved in arranging marriages between Chinese nationals and foreign brides; foreign brides are reportedly sold by their parents and some become trafficking victims. The government provided inadequate information on in-house training for law enforcement officials, prosecutors, or judges on human trafficking issues. When PRC authorities participated in trainings with other countries and international organizations, the PRC government provided lodging and meals for some participants. Despite reports of official complicity, including willful negligence in addressing trafficking cases, the government did not report any investigations, prosecutions, or convictions of government officials for complicity in human trafficking offenses.

PROTECTION

The government did not undertake adequate efforts to protect victims and did not directly provide data on the number of victims it identified or assisted or the services provided to victims. Media reported law enforcement and judicial officials continued to expel foreign trafficking victims. The government arrested significant numbers of women in prostitution during police raids; some of these women were detained in "custody and education" centers and subjected to forced labor. In 2011, the MPS mandated all women arrested for prostitution be screened for indicators of trafficking; however, it was unclear if these women were in fact screened or, if screened, if victims were referred to shelters or other care facilities.

The government reported there are shelters dedicated to care for trafficking victims; however, the government did not provide victim protection data to ascertain if trafficking victims in fact accessed these shelters. Foreign embassies reportedly provided shelter or protective services to victims. The impact or effectiveness of the government's previously reported victim assistance—including border liaison offices, victim funds, hotlines, and government-to-government agreements to assist victims—remained unclear. The government reported trafficking victims who faced hardships in their home country could receive vocational skills training, vocational guidance, and employment services; it remained unclear if any victim benefited from this provision. Chinese law provides victims the right to claim financial compensation by filing civil lawsuits and request criminal prosecution of traffickers; it remained unclear if any victim benefited from this provision in 2014. Media reports noted the government repatriated victims and deported traffickers; the government does not provide any temporary or permanent residence visas to foreign trafficking victims as an incentive to cooperate in trafficking investigations or prosecutions. Chinese authorities continued to forcibly repatriate some North Korean refugees by treating them as illegal economic migrants, despite reports some North Korean female refugees in China were trafficking victims. The government detained and deported such refugees to North Korea, where they may face severe punishment, even death, including in North Korean forced labor camps. The Chinese government did not provide North Korean trafficking victims with legal alternatives to repatriation. The government continued to bar UNHCR access to North Koreans in northeast China; the lack of access to UNHCR assistance and forced repatriation by Chinese authorities left North Koreans vulnerable to traffickers. Chinese authorities sometimes detained and prosecuted citizens who assisted North Korean refugees and trafficking victims, as well as those who facilitated illegal border crossings.

PREVENTION

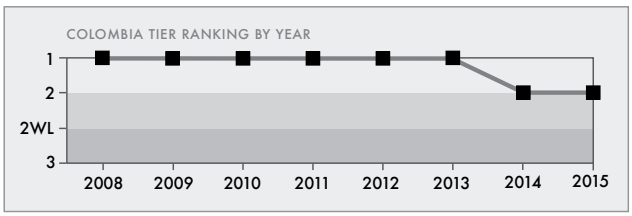
The government maintained efforts to prevent trafficking. The government does not report its progress on a yearly basis; therefore it was difficult to track the actions implemented to combat trafficking under its national action plan. Through China's social media platforms, such as Sina Weibo, the MPS reported using its official microblog to raise awareness of trafficking and receive information from the public regarding suspected trafficking cases; it remained unclear how this effort contributed to the government's prosecution and protection efforts. During peak traveling periods, the All-China Women's Federation and MPS continued national anti-trafficking publicity campaigns at train and bus stations, and on national radio—mainly targeting migrant workers. MPS continued to coordinate the anti-trafficking interagency process and lead interagency efforts to engage with foreign counterparts and international organizations in 2014. The All-China Women's Federation expanded after-school programs that included a curriculum on anti-trafficking after the success of its initial program. Academics noted the gender imbalance, due to the previous one child policy, could contribute to crimes of human trafficking in China. The government's modification of the birth limitation policy may affect future demands for prostitution and for foreign women as brides for Chinese men.

Several government policies continued to facilitate human trafficking. "Punishment clauses" within the Labor Contract Law allowed Chinese companies to impose steep fines or require substantial deposits from Chinese workers, rendering them vulnerable to forced labor. The government *hukou* (household registration) system continued to contribute to the vulnerability of internal migrants to trafficking. The government provided anti-trafficking training to Chinese forces participating in peacekeeping initiatives abroad. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government did not report making any efforts to reduce the demand for commercial sex or forced labor. Media, however, reported the Guangdong provincial government issued a series of regulations aimed at keeping prostitution out of massage parlors—such as mandating lights be on at all times, removing locks from doors, and keeping logbooks of all clients who come to the massage parlors. Despite reports Chinese nationals engaged in child sex tourism, the government made no efforts to prevent Chinese citizens from engaging in child sex tourism while abroad.

COLOMBIA: Tier 2

Colombia is a source and destination country for men, women, and children subjected to sex and labor trafficking. Groups at high risk for trafficking include internally displaced persons, Afro-Colombians, Colombians with disabilities, indigenous Colombians, and Colombians in areas where armed criminal groups are active. Sex trafficking of Colombian women and children occurs within the country and Colombian women and children are found in sex trafficking around the world, particularly in Latin America, the Caribbean, and Asia. Authorities reported high rates of child prostitution in areas with tourism and large extractive industries, and sex trafficking in mining areas sometimes involves organized criminal groups. Transgender Colombians and Colombian men in prostitution are vulnerable to sex trafficking within Colombia and in Europe. Colombian labor trafficking victims are found in mining, agriculture, and domestic service. Colombian children working in the informal sector, including as street vendors, are vulnerable to labor trafficking. Colombian children and adults are exploited in forced begging in urban areas. Illegal armed groups forcibly recruit children to serve as combatants and informants, to cultivate illegal narcotics, or to be exploited in prostitution. Organized criminal groups and other individuals force vulnerable Colombians, including displaced persons, into prostitution and criminal activity—particularly to sell and transport illegal narcotics and serve as lookouts and assassins. Colombian men and women are exploited in forced labor abroad, particularly within Latin America. To a more limited extent, foreign victims are subjected to sex and labor trafficking in Colombia. Colombia is a destination for foreign child sex tourists, primarily from North America and Europe.

The Government of Colombia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities continued to investigate and prosecute trafficking cases and reported increased investigation of internal sex trafficking cases. The government conducted awareness campaigns, offered identified victims short-term emergency assistance, and provided some services to child victims of sex trafficking and of forcible recruitment by illegal armed groups. Authorities did not demonstrate progress in identifying victims from vulnerable populations, providing specialized services to victims, or prosecuting and convicting labor or sex traffickers. A lack of sufficient departmental government funding for trafficking, coupled with limited interagency coordination, impaired victim identification and protection efforts. Officials treated some trafficking cases as other crimes, which hindered efforts to identify and assist victims and hold traffickers criminally accountable.



RECOMMENDATIONS FOR COLOMBIA:

Provide more trafficking victims access to shelter and specialized services by increasing funding for NGOs and government entities; increase proactive identification, investigation, and prosecution of forced labor and internal sex trafficking; revise Law 1069 to explicitly state victims do not need to file an official complaint against their traffickers in five days to receive ongoing assistance; create regional anti-trafficking prosecutorial units to increase capacity to investigate internal trafficking; create and implement formal mechanisms to identify victims among vulnerable populations within the country, including displaced Colombians; give Ministry of Interior (MOI) officials sufficient staff and autonomy to increase interagency cooperation, leading to increased victim identification and assistance; enhance coordination among labor officials, police, prosecutors, and social workers to ensure cases are identified and referred for criminal investigation and victims are provided comprehensive and timely assistance; track efforts against all forms of trafficking within the legal system and for victim identification and assistance, including through implementing the national trafficking information system; increase oversight of victim service provision; and continue to increase collaboration with NGOs.

PROSECUTION

The government continued efforts against transnational sex trafficking and increased investigation of internal sex trafficking but took minimal steps to prosecute and convict labor traffickers and internal sex traffickers. Article 188 A of the penal code prohibits all forms of trafficking and prescribes punishments of 13 to 23 years' imprisonment plus fines up to 1,500 times the monthly minimum wage, penalties that are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In 2014, authorities modified the penal code to specifically penalize benefiting from the sexual exploitation of a person within the context of armed conflict.

Data on law enforcement efforts was incomplete, as some internal trafficking cases were categorized as other crimes; for example, internal child sex trafficking cases were frequently investigated as induction into prostitution and pimping. Police reported nine anti-trafficking operations involving 26 suspects—six for international sex trafficking and three for domestic sex trafficking—and 176 possible trafficking cases referred from the anti-trafficking hotline. Prosecutors reported opening 15 new transnational trafficking investigations and 107 internal trafficking investigations, though it was unclear in how many cases charges were filed against alleged traffickers or how many cases involved labor trafficking. Authorities initiated trials in four transnational trafficking cases (one of which was for labor trafficking) and two internal trafficking cases involving an unknown number of defendants. In comparison, prosecutors reported 44 new investigations for transnational trafficking and eight cases brought to trial in 2013. The government convicted five transnational sex traffickers and two internal sex traffickers, compared with 11 transnational sex traffickers and one internal sex trafficker in 2013. Sentences ranged from three to 22 years' imprisonment, including one sentence served as house arrest, and were subject to appeal. Statistical information for the number of investigations, prosecutions, or convictions in 2014 for the forcible recruitment or forcible use of children by illegal armed groups was not provided. The government did not report any convictions for other forms of forced labor, despite a 2013 constitutional court directive ordering authorities to increase law enforcement efforts against domestic servitude. Authorities collaborated with U.S. and Latin American officials on anti-trafficking law enforcement operations and investigations.

One prosecutor handled all transnational trafficking cases for the entire country, and one prosecutor in Bogota oversaw cases of

internal trafficking and migrant smuggling in the city. Outside of the capital, some designated local prosecutors handled internal trafficking cases in addition to their existing workloads. Many of these prosecutors were overburdened, underfunded, and lacked trafficking expertise. Authorities launched a prosecutorial working group to improve coordination on trafficking investigations. Social workers and other officials interacting with potential trafficking victims, such as children in commercial sexual exploitation or in the worst forms of child labor, did not always refer these cases for criminal investigation. Officials and experts reported some authorities would not proactively investigate trafficking cases without an official complaint. Government officials did not consider forced child recruitment or forced criminal activity by illegal armed groups or organized criminal groups as human trafficking, and these forms of trafficking were not investigated or prosecuted as such. Authorities trained a variety of officials—including prosecutors, judicial officials, police, and labor inspectors—on human trafficking, often through partnerships with international organizations. The government provided no updates on a 2013 investigation of a city councilman and municipal employee in the department of Antioquia for possible involvement in commercial sexual exploitation of minors. Authorities did not report any other investigations, prosecutions, or convictions of government employees complicit in trafficking.

PROTECTION

The government provided some services to victims, but long-term protection was inadequate and victim identification uneven. Some officials reportedly used established protocols to identify victims, but authorities did not effectively employ procedures to identify victims among vulnerable populations in the country, such as child laborers or displaced Colombians. NGOs criticized the government's ability to identify and assist trafficking victims in the country. The MOI reported authorities identified 62 Colombian trafficking victims in 2014; 53 Colombian citizens exploited abroad and nine internal victims, including two children and one forced labor victim. Of victims identified abroad, 28 were exploited in sex trafficking, 22 in labor trafficking, and three were in servile marriage, which Colombian authorities considered to be trafficking. This compares with 60 Colombian victims identified abroad in 2013. In addition, authorities reported four foreign labor trafficking victims identified in Colombia. The Colombian Child Welfare Institute (ICBF) identified 96 girls and 12 boys in prostitution and no children in forced labor—compared with 158 children in prostitution and nine children in forced labor in 2013—but did not identify these children as trafficking victims. Given the low number of internal child sex trafficking victims reported by the MOI, it appeared the requirement for officials to report all trafficking cases to the MOI was not consistently implemented. Labor inspectors did not report identifying any forced labor victims and had limited access to some areas, such as illegal mining sites. Authorities and an international organization identified at least 243 children who separated from illegal armed groups in 2014, compared with 342 in 2013. Of these children, 96 were girls; 147 boys; 46 indigenous; and 42 Afro-Colombian.

The government provided some services to Colombian victims its funding for specialized assistance was inadequate. Local officials, NGOs, and trafficking victims all asserted government-funded victim care did not meet victims' needs and reintegration services, such as employment assistance, were virtually nonexistent. Specialized care and shelter for child sex trafficking victims was lacking in most of the country. Services for male and transgender victims were very limited. NGOs reported victims found it easier to access services as victims of armed conflict than as trafficking victims, especially given the requirement to file an official complaint, which served as a disincentive for them to self-identify. In June 2014, authorities approved Law 1069, which outlines benefits, procedures, and responsibilities related to the protection of trafficking victims. This law defines short-term assistance as up to five days and medium-term assistance as up to six months. NGOs criticized the law for requiring victims to file an official complaint against their traffickers to receive medium-term assistance and for not sufficiently addressing long-term assistance needs. The government continued to fund an international organization to facilitate victim repatriation—53 in 2014—and provide services, including through sub-contracts to NGOs. Authorities did not report how much funding was paid out to these NGOs in 2014. Through this funding an NGO operated a dedicated emergency shelter for adult trafficking victims in Bogota, which provided temporary shelter to 12 Colombian victims in 2014, compared with 46 victims in 2013. Law 1069 makes local governments responsible for providing services beyond emergency care, but they lacked sufficient funding to provide specialized services, as most had no funding dedicated to trafficking victim care. The government reported departmental committees provided services to 50 victims identified in 2014, but it was unclear what services these victims received. Frequent turnover of departmental staff hampered victim protection. In some cases, police took child victims to hotels, as there were no shelters available. ICBF provided emergency psycho-social, medical, and legal care to child victims of sexual violence and assisted 108 children in prostitution. Working with an international organization receiving foreign donor funds, the government assisted children recruited by illegal armed groups and provided them with health, psycho-social, and education services; as of December 2014, 403 children were receiving this assistance, including 277 who had entered the program in 2014, and 192 of whom were institutionalized. Authorities lacked sufficient funding and personnel to provide tailored services, reintegration work with families, and vocational training for these children.

Thirty victims cooperated with law enforcement in trafficking investigations, and victims could also choose to participate in the victims and witness protection program. Some victims were reluctant to report their exploitation or testify against their traffickers due to fear of reprisals or lack of trust in the justice system. Authorities did not always provide adequate protection and security for victims participating in investigations. There were no new reports of victims being jailed or otherwise penalized for unlawful acts committed as a direct result of being subjected to trafficking. The government provided no updates on reports indicating a trafficking victim remained incarcerated as of February 2014 due to the testimony of another victim's father. Authorities could provide foreign trafficking victims with temporary permission to remain in the country during the investigative process on a case-by-case basis; however, authorities have never reported doing so. There were no reports victims filed for or received restitution.

PREVENTION

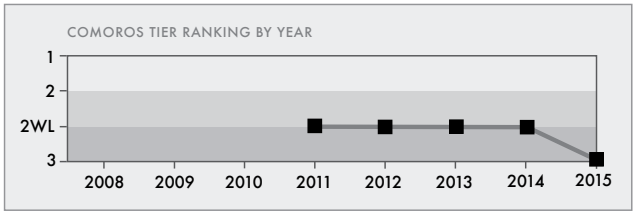
The government continued diverse prevention efforts. The MOI-run interagency anti-trafficking committee met on a regular basis and increased engagement with NGOs but did not finalize the pending anti-trafficking strategy. Authorities also drafted a decree on establishing a national trafficking information system. Interagency coordination of anti-trafficking efforts was uneven as the government treated different forms of trafficking as distinct

crimes subject to different government entities' jurisdiction. Authorities maintained an interagency commission for the prevention of child recruitment by armed groups and a separate committee on child sexual exploitation. All 32 departments in Colombia had anti-trafficking committees, but these groups maintained varying degrees of activity and effectiveness. MOI maintained a trafficking hotline. Authorities launched a high-profile trafficking awareness campaign and conducted other prevention efforts, often in partnership with international organizations and NGOs. The government continued a prevention campaign on child sex tourism and conducted workshops for hospitality and tourism industry representatives. The government did not report other efforts to reduce the demand for commercial sex acts or forced labor. Authorities conducted investigations for child sex tourism but did not report prosecutions or convictions for this crime. The government provided anti-trafficking training for its diplomatic personnel.

COMOROS: Tier 3*

The Comoros is a source country for children subjected to forced labor and, reportedly, sex trafficking within the country; Comoran women and children are subjected to forced labor in Mayotte and it is a possible transit country for Malagasy women who may endure forced labor in the Middle East. Children are subjected to forced labor mostly on the island of Anjouan, in domestic service, roadside and market vending, baking, fishing, and agriculture. On the islands of Anjouan and Moheli, it is common for poor rural families to place their children with wealthier relatives or acquaintances in urban areas or on the island of Grande Comore for access to schooling and other benefits; however, some of these children become victims of domestic servitude. Most Comoran boys and girls aged three to seven years (but on occasion up to age 14 years) study at Koranic schools headed by private instructors, and some are exploited as field hands or domestic servants as payment for instruction; these Koranic students are sometimes subjected to physical and sexual abuse. Girls are reportedly exploited in prostitution in the Comoros. An NGO reported tourists from the neighboring French island of Mayotte are among the clients of children in prostitution in Anjouan. Comorans may be particularly vulnerable to transnational trafficking due to a lack of adequate border controls, corruption within the administration, and the existence of international criminal networks involved in human smuggling. Unaccompanied Comoran children become victims of domestic servitude and prostitution on the island of Mayotte, at times after the deportation of their parents. French officials recognize the 3,000 unaccompanied children on the island—the majority of whom are Comoran—as requiring urgent assistance. During the year, a Mayotte court convicted Comoran nationals for human trafficking following their exploitation of their niece in domestic servitude. The Comoros may be a destination for forced labor, as officials noted Malagasy women and girls and East African women in domestic service, with some reports of abuse and potential coercion.

The Government of the Comoros does not fully comply with the minimum standards for the elimination of trafficking and was placed on Tier 2 Watch List from 2011-2014. The Trafficking Victims Protection Act provides that a country may remain on Tier 2 Watch List for only two consecutive years, unless that restriction is waived because the government has a written plan to bring itself into compliance with the minimum standards for the elimination of trafficking. In the 2013 and 2014 TIP Reports, Comoros was granted consecutive waivers from an otherwise required downgrade to Tier 3 on the basis of the government having a written plan to bring itself into compliance with the minimum standards for the elimination of trafficking. The Trafficking Victims Protection Act (TVPA) authorizes a maximum of two consecutive waivers. A waiver is no longer available to Comoros, which is therefore deemed not to be making significant efforts to comply with the minimum standards and is placed on Tier 3. In 2014, Parliament passed amendments to the penal code, including anti-trafficking provisions, and a new criminal procedure code providing implementation guidelines on the new criminal sanctions; however, these revised codes have not been promulgated by the executive and are not currently in effect. In addition, in partnership with an international organization, the government organized a multifaceted anti-trafficking public awareness and education campaign in 2014. Nonetheless, the government did not make tangible efforts to prosecute trafficking crimes and protect victims. The government increased its capacity to combat trafficking through the enactment of a new child labor law prohibiting child trafficking and increased in-kind support to the Morals and Minors Brigade, the office charged with the investigation of child abuse and exploitation. However, it failed to investigate, prosecute, or convict trafficking offenders during the year, including officials complicit in trafficking crimes. While the government continued limited support to NGO-run centers offering counseling, medical, and legal service to child and female victims of sexual and other violence on each of the three islands, it did not identify or assist any victims during the year. Officials lacked formal victim identification or referral procedures. Official complicity in trafficking crimes and use of mediation, resulting in the return of children to their alleged exploiters, continued to be a serious concern.



RECOMMENDATIONS FOR COMOROS:

Redraft the amendments to the penal code related to trafficking, passed by Parliament, but not yet assented to by the president so as not to conflict with the newly enacted Child Labor Law and existing penal code provisions; investigate, prosecute, and convict trafficking offenders including allegedly complicit officials; develop procedures for the identification and referral of trafficking victims to care; end the practice of returning children to their exploiters through arbitration; increase the availability of and provide support for the provision of counseling and psychological care for trafficking victims, possibly within facilities already in existence for victims of other crimes; work with international partners to conduct a study on the forms and extent of the trafficking problem in the Comoros; continue anti-trafficking public awareness campaigns on each of the islands; and accede to the 2000 UN TIP Protocol.

PROSECUTION

While the government increased its capacity to respond to trafficking crimes by modestly increasing in-kind support of Morals and Minors Brigades on all three islands and by promulgating

a new child labor law prohibiting child trafficking, it did not investigate, prosecute, or convict those allegedly responsible for the commission of these offenses. Comoran law does not prohibit all forms of human trafficking. Article 310 of the penal code prohibits aiding or assisting in the prostitution of others, prescribing penalties of six months to three years' imprisonment and fines. Article 311 of the penal code prescribes increased penalties for aggravating factors related to Article 310 ranging from two to 10 years' imprisonment. Article 323 of the penal code prohibits the facilitation of child prostitution, prescribing sufficiently stringent punishments of two to five years' imprisonment and fines of between the equivalent of approximately $460 and $6,150; however, these penalties are not commensurate with those for other serious crimes, such as rape. Although prostitution is illegal in the Comoros, existing laws do not criminalize the forced prostitution of adults. Article 333 of the penal code prohibits illegal restraint and prescribes penalties of 10 to 20 years' imprisonment; these penalties are sufficiently stringent and commensurate with penalties for other serious crimes, such as rape. Article 2 of the labor code prohibits forced and bonded labor, prescribing insufficiently stringent penalties of three months' to three years' imprisonment or fines from the equivalent of approximately $310 to $1,540. In January 2015, the President promulgated the Law Countering Child Labor and Trafficking in Children (Child Labor Law), which prohibits the worst forms of child labor in Article 6 and child trafficking in Article 13, among other offenses. However, Articles 6 and 13 are inconsistent with each other: Article 6 does not require the means of threat or use of force or other forms of coercion, fraud, or deception and prescribes an insufficiently stringent penalty of five months to 10 years' imprisonment; and Article 13 does require the means of threat or use of force or other forms of coercion, fraud, or deception. Article 6 also partially overlaps with Articles 310, 311, and 323 and prescribes penalties ranging from two to 10 years' imprisonment for such acts involving children. The overlap in these laws raises concern prosecutors may be confused as to which laws to use to hold traffickers accountable and traffickers might be charged with lesser offenses, both of which would weaken efforts to deter trafficking and comply with international law.

In June 2014, the parliament adopted, but the President has not yet assented to, amendments to the penal code, which would specifically add provisions to prohibit trafficking in persons under Article 265.

The government failed to investigate, prosecute, or convict trafficking offenders during the reporting period. The government did not report progress in its investigation, initiated in the previous reporting period, of a magistrate allegedly responsible for the domestic servitude of a 14-year-old girl. A foreign donor trained investigators from Grand Comore on investigation of trafficking in December 2014. During the year, the Morals and Minors Brigade continued to oversee the investigation of cases of child abuse and exploitation, including child trafficking, nationwide. The police generally lacked resources, which stymied investigation of child abuse and exploitation cases. The prosecutor general and six law enforcement officials received donor-funded training in December 2014 on how to recognize, investigate, and prosecute trafficking and trafficking related crimes. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. Corruption remained a significant concern throughout the Comoros and hindered law enforcement efforts, including efforts to address trafficking. Alleged perpetrators were sometimes released without prosecution after out-of-court settlements with victims' families. Previously, judges renegotiated agreements between a child's parents and his or her trafficker, effectively re-trafficking the victim by returning the child to domestic servitude, and reports emerged of police returning sexually abused children to their exploiters.

PROTECTION

The government continued to offer extremely limited victim protection services and did not identify or assist any victims or increase its capacity to more ably do so during the year. There are no shelters specifically for trafficking victims, and the quality of care provided remained poor. NGO staff provided temporary shelter in their private homes, if needed; however, children were often returned to their parents or guardians. In 2014, the government provided the salaries of five employees at a cost of 2,500,000 francs ($6,800) per year for the NGO-run centers, supported by an international organization, to provide assistance to abused and neglected children. The international organization provided a vehicle, driver, and additional financial support of 14,000,000 francs ($38,000). The government failed to provide psycho-social services for victims and provided minimal support to NGOs doing so. Law enforcement's failure to fully protect children remained a concern; the Morals and Minors Brigade lacked adequate facilities to shelter child victims, even temporarily, and a majority of its staff remained without training for interviewing child victims of crime. The government did not develop or employ systematic procedures for identifying trafficking victims or for referring them to the limited care available. As government officials did not make systematic efforts to identify victims, victims may have remained unidentified in the law enforcement system. There were no reports of the government penalizing victims for crimes committed as a direct result of being subjected to trafficking.

PREVENTION

The Comoran government sustained minimal efforts to prevent trafficking. The government continued implementation of its national action plan, developed in May 2013. The monitoring group established to ensure implementation of the national action plan continued to meet weekly and, during the year, reported its activities at the weekly government Council of Ministries meeting. Representatives of the monitoring group included all relevant officials, international organizations, and NGOs. The anti-trafficking commission, established in July 2013 to oversee national efforts, met only once during the year, in July 2014, where members created a detailed road map with assigned duties, deadlines, and responsibilities for various government ministries in implementing the national action plan. In addition, the government continued implementation of its 2010-2015 national action plan for the elimination of the worst forms of child labor, which includes activities to address child trafficking, including forced labor in Koranic schools and domestic servitude. In November 2014, the Ministry of Interior collaborated with an international organization in hosting an event to raise awareness on child rights, including human trafficking, for an audience of 500-600 people. The government continued to fund a toll-free emergency line for reporting crimes to assist in the identification of victims of child abuse and exploitation. The government did not make efforts to reduce reported demand for commercial sex acts or forced labor. The Comoros is not a party to the 2000 UN TIP Protocol.

CONGO, DEMOCRATIC REPUBLIC OF THE: Tier 2 Watch List

The Democratic Republic of the Congo (DRC) is a source, destination, and possibly a transit country for men, women, and children subjected to forced labor and sex trafficking. The majority of trafficking is internal and, while much of it is perpetrated by armed groups and rogue elements of government forces outside official control in the country's unstable eastern provinces, incidents of trafficking likely occurred throughout all 11 provinces. Men and women working in unlicensed Congolese artisanal mines, many of whom began mining as children, are reported to be subjected to forced labor, including debt bondage, by mining bosses, other miners, family members, government officials, armed groups, and government forces. Many miners are forced to continue working to pay off constantly accumulating debts for cash advances, tools, food, and other provisions at undisclosed interest rates, and some miners inherit the debt of deceased family members. Some Congolese women are forcibly prostituted in brothels or informal camps, including in markets, bars, and bistros in mining areas, by loosely organized networks, gangs, and brothel operators. Congolese women and girls are subjected to forced marriage following kidnapping or rape, or are sold by family members for a dowry or relief of a debt, after which they are highly vulnerable to domestic servitude or sex trafficking. Congolese women and children migrate to several countries in Africa, the Middle East, and Europe, where some are exploited in sex trafficking, domestic servitude, or forced labor in agriculture and diamond mines. Some members of Batwa, or pygmy groups, are subjected to conditions of forced labor, most commonly in agriculture, but also in mining and domestic service in remote areas of the DRC. Some Angolans enter the DRC illegally to work in Bas-Congo province and are vulnerable to forced labor.

Children are engaged in forced and exploitative labor in small-scale agriculture, informal mining, and other informal sectors throughout the country. Children are subjected to forced and exploitative labor in the illegal mining of diamonds, copper, gold, cobalt, ore, and tin, as well as the smuggling of minerals. Children living on the streets who engage in vending, portering, and unloading trucks are vulnerable to forced labor, including being used for illicit drug transactions, and many of the girls are exploited in sex trafficking. Local observers suspect homeless children known as *chegues*, acting as beggars and thieves on the streets of Kinshasa, are controlled by a third party. Children in domestic service work long hours, and some are subjected to sexual abuse and exploitation—conditions indicative of forced labor. Girls in Bas-Congo province are coerced into prostitution by family members or transported to Angola for exploitation in the sex trade. Children from the Republic of the Congo may transit through the DRC *en route* to Angola or South Africa, where they are subjected to domestic servitude.

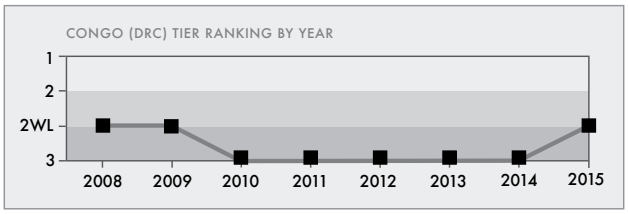
During the year several indigenous and foreign armed groups, such as the Democratic Forces for the Liberation of Rwanda (FDLR), various local militias (Mai-Mai), Nyatura, Raia Mutomboki, Nduma Defence for Congo (NDC), Force for the Defense of Human Rights (FDDH), the Allied Democratic Forces, and the Lord's Resistance Army (LRA), continued to abduct and forcibly recruit Congolese men, women, and children as young as 7 years old to bolster their ranks and labor as guards, porters, cleaners and cooks, combatants, messengers, and spies; women and girls were forced to marry and/or serve as sex slaves for members of the armed groups. Some, including children, were also forced to commit crimes for their captors, such as looting, extortion, and stealing.

In part due to weak command and control structures, some elements of the Congolese national army (FARDC) and security forces deviated from government policy and pressed men and women, including internally displaced persons, to carry supplies, equipment, and looted goods from mining villages. They used threats and coercion to force men and children to mine for minerals, turn over their mineral production, or pay illegal "taxes." In addition, it was reported that, contrary to government policy, some FARDC commanders provided financial and logistical support, including arms and ammunition, for armed groups, such as FDLR and Mai Mai militia, which routinely engaged in human trafficking.

The UN reported at least 1,030 children were separated from armed groups in 2014; no cases of child recruitment by the FARDC were identified during the reporting period—a significant change from years of government use of child soldiers. The UN documented 241 cases of children who were both recruited and separated from armed groups in 2014, potentially including foreign children; 63 were from the FDLR, 32 from the Mai Mai Nyatura, 19 from the Raia Mutomboki, 16 from the LRA, and the remainder were from other Mai Mai groups. Most children were used in multiple capacities such as cook, porter, combatant, sex slave, or laborer.

Due to the ongoing conflict, more than 2.6 million people were displaced in the DRC, and displaced persons in Katanga, North Kivu, and South Kivu provinces remain particularly vulnerable to abduction, forced conscription, and sexual violence by armed groups and government forces. Poor infrastructure, limited anti-trafficking resources and expertise, and reports of corruption continued to impede official efforts to address trafficking.

The Government of the Democratic Republic of the Congo does not fully comply with the minimum standards for the elimination of trafficking; however it is making significant efforts to do so. During the year, the government took significant steps to hold accountable officials complicit in trafficking through its conviction of FARDC and police officials for sex slavery. The government also arrested armed group commanders for child recruitment. In addition to continued efforts to implement the UN-backed action plan to end FARDC abuses against children, including child soldiering, and cooperate with international organizations to ensure screening, identification, and transfer of child soldiers separated from armed groups to social service organizations, all evidence appeared to indicate the government ceased its recruitment and use of child soldiers during the year. Despite these measures to address trafficking abuses perpetrated by officials, the government reported negligible efforts to address labor and sex trafficking crimes implicating or affecting the general public, by prosecuting traffickers, identifying victims, providing protection services, or referring them to NGO care.



RECOMMENDATIONS FOR THE DEMOCRATIC REPUBLIC OF THE CONGO:

Develop a legislative proposal to comprehensively address all forms of trafficking, including forced labor of adults; continue to use existing legislation to investigate and prosecute military and law enforcement personnel and commanders of armed groups accused of unlawful recruitment or use of child soldiers, the use of local populations to perform forced labor, or sex trafficking; in partnership with civil society take steps to expand the availability and provision of comprehensive services to victims of forced labor and sex trafficking; adopt an action plan to combat all forms of trafficking; in partnership with local or international organizations, provide training to law enforcement and judicial officials on the laws available to prosecute trafficking cases and victim-centered procedures in investigation and prosecution; take steps to raise awareness about all forms of human trafficking among the general population; develop procedures for proactive identification of trafficking victims among vulnerable groups, such as women in prostitution, street children, and men, women, and children in artisanal mining and their subsequent referral to care; continue measures to end the unlawful recruitment and use of child soldiers by FARDC members; and continue to ensure the identification, removal, demobilization, and appropriate care for all children associated with armed groups.

PROSECUTION

The government demonstrated progress in investigating, prosecuting, and convicting military and police officials for sexual slavery and arresting and charging commanders of armed groups for the recruitment and use of child soldiers, but it made no progress in addressing trafficking crimes beyond those perpetrated by officials. The July 2006 sexual violence statute (Law 6/018) specifically prohibits sexual slavery, sex trafficking, child and forced prostitution and prescribes penalties for these offenses ranging from five to 20 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Contrary to international law, adult forced labor is not criminalized although indentured servitude is prohibited by the Constitution. The Child Protection Code (Law 09/001) prohibits all forms of forced child labor and child prostitution, and prescribes penalties of 10 to 20 years' imprisonment for sexual slavery. Cases of forced child labor, debt bondage, and child commercial sexual exploitation have penalties of one to three years' imprisonment, which are not sufficiently stringent for the serious nature of the crime. The enlistment of children into the armed forces and the police has penalties of 10 to 20 years' imprisonment, but the code cannot be fully implemented because necessary decrees from several ministries reportedly continue to be lacking.

The government's ability to enforce its laws does not extend to many areas of the country where trafficking occurs. In addition, awareness of the various forms of trafficking among law enforcement is limited and judges, prosecutors, and investigators often lacked adequate training and resources to conduct investigations and try cases. The government reported continuing investigations initiated in the previous year involving cases of transnational sex trafficking of Congolese women to Lebanon and Kuwait; however, they did not result in prosecutions or convictions during the reporting period. The government's efforts to investigate and prosecute sex and labor trafficking crimes implicating or affecting the general public appeared negligible, as all reported law enforcement action initiated in 2014 involved officials or abuses within the FARDC.

Impunity for trafficking crimes by the security forces remained a challenge; nonetheless, the government convicted two high-ranking FARDC officers for sexual slavery and several other crimes and prosecuted a Congolese National Police (PNC) officer for abducting and subjecting a 13-year-old girl to sexual slavery. Punishment for one FARDC officer was 10 years' imprisonment; sentencing for the other convicted offenders remained pending or the information was not available. In addition, the FARDC arrested and detained at least two commanders of armed groups for recruitment and use of child soldiers; two other commanders of armed groups arrested in the previous reporting period remained in detention for similar charges. Bosco Ntaganda, the former commander of the armed group M23 and formerly a FARDC commander, remained in detention and awaiting trial at the International Criminal Court for trial for crimes against humanity and war crimes, including conscription of children and using them to fight and for sexual slavery; the court is considering holding the trial in the DRC. In 2014, the government trained approximately 1,514 FARDC soldiers and 183 PNC officers on issues related to child recruitment and child protection. The government did not provide specialized training to officials on combating other forms of trafficking, but the Congolese National Police and other DRC law enforcement agencies received training in human trafficking from international donors.

PROTECTION

Although the government assisted in the identification and demobilization of child soldiers, there was no information as to what services, if any, the sex trafficking victims received. The government did not report the number of victims of sex trafficking identified and it did not identify any victims of forced labor. The government lacked procedures for proactively identifying victims of trafficking among vulnerable groups, such as children living and working on the streets, women in prostitution, and men, women, and children working in artisanal mining, and for subsequently referring victims to protective services. Other than specialized services for former child soldiers, NGOs continued to provide the limited shelter, legal, medical, and psychological services available to trafficking victims. An NGO working with trafficking victims in eastern DRC reported providing assistance to 66 victims of forced labor and/or sex trafficking during the last three months of 2014.

The government continued to cooperate with UN and NGO child protection partners to implement the 2013 National Disarmament, Demobilization, and Reintegration Plan (DDR III), through which male and female child soldiers identified during screening after an armed group surrenders are transferred immediately to UNICEF for processing and services. During this process, the National Demobilization Agency, in cooperation with United Nations Organization Stabilization Mission in the DRC (MONUSCO) and UNICEF, continued to separate and transport identified children to NGO-run centers for temporary housing, care, and vocational

training prior to returning them to their home communities when it was deemed safe for reintegration. Reintegrated child soldiers remained vulnerable to re-recruitment, as adequate rehabilitation services did not exist for children suffering the most severe psychological trauma, stigmatization may interfere with community reintegration, and several armed groups continued to recruit children. In 2014, the FARDC released 121 children as young as 8 years old, who had been arrested, detained, and sometimes mistreated, including with beatings and deprivation of food and medical care, because of their alleged association with armed groups. Reports also indicate some children were used by security forces to gather intelligence and several children died from diseases or starvation while detained in the FARDC's Kotakoli Camp.

In cases of sexual violence, the government reported military justice courts sometimes protect the identity of the victim from the defendant and the public. While trafficking victims could file cases against their traffickers in civil courts, there is no evidence any have done so; the public widely viewed civil courts as corrupt and believed outcomes were determined based on the relative financial means of the parties to the lawsuit. The government has consistently allowed for the safe repatriation of foreign child soldiers in cooperation with MONUSCO. No other foreign victims of other forms of trafficking were identified in the DRC in 2014.

PREVENTION

Despite lacking an overarching strategy or coordination mechanism, the government made efforts to prevent human trafficking by security officials; however the government failed to raise awareness of trafficking in persons—including sex trafficking and forced labor crimes—among the general population. In 2014, the government demonstrated continued progress in implementing key instruments intended to address the use of child soldiers by the government, including the UN-backed action plan, signed in October 2012, to end recruitment and use of child soldiers and the 2013 directives imposing severe sanctions against FARDC members found guilty of any of the six grave violations against children during armed conflict, including child soldiering. The joint technical working group overseeing implementation of the UN-backed plan held 12 meetings during the year, established technical working groups in three provinces (North Kivu, South Kivu, and Orientale), and the President appointed a personal representative to lead work against sexual violence and child recruitment. UN partners assisting with implementation of the plan reported awareness of the directives among FARDC commanding officers increased, the recruitment of children by the FARDC significantly decreased, and access of UNICEF and other child protection personnel to troops, training facilities, and recruitment sites for screening and separation as child soldiers continued to improve. Government cooperation with the UN and other child protection actors resulted in the identification of more than 300 underage applicants who were prevented from joining the FARDC. In addition, the Mines Ministry, in cooperation with representatives of the PNC, international organizations, private industry, and civil society, piloted a program to provide baseline certification indicating minerals from artisanal mines are conflict-free, including free of child labor and not controlled by criminal Congolese army elements or armed groups. Through this process, during the reporting period more than 100 mines received a "green" or positive rating following the baseline assessment; however, the program does not include protocols for identifying, referring, or assisting adult or child victims of forced labor removed from inspected mining sites.

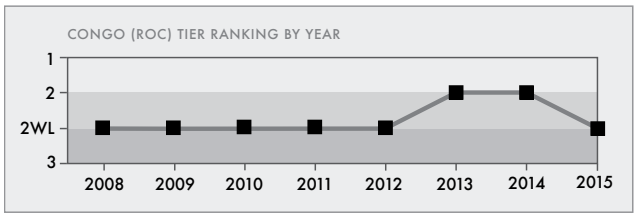
The government did not increase efforts to establish the identity of local populations, and low rates of birth registration continued to contribute to individuals' vulnerability to trafficking. The National Ministry of Labor, responsible for inspecting worksites for child labor, remained understaffed and did not identify any cases of forced child labor in 2014. Inspectors had limited presence outside Kinshasa and often lacked transportation or resources to carry out their work. The government took no measures during the reporting period to reduce the demand for forced labor or commercial sex acts. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

CONGO, REPUBLIC OF THE: Tier 2 Watch List

The Republic of the Congo is a source and destination country for children, men, and women subjected to forced labor and sex trafficking. According to a study released by an international organization in 2013, most trafficking victims in the Congo originate from Benin and the Democratic Republic of the Congo (DRC), and to a lesser extent from other neighboring countries. Experts reported fewer child trafficking victims than in previous years, especially from Benin; however, traffickers may have developed more sophisticated methods to avoid detection. Trafficking victims are subjected to domestic servitude and market vending by other nationals of the West African community living in the Congo, as well as by Congolese nationals in the city of Pointe-Noire. Source countries for adult victims include the DRC, Central African Republic (CAR), Cameroon, Benin, and Mali. Both adults and children are victims of sex trafficking in the Congo, with the majority of victims originating from the DRC and exploited in Brazzaville. The majority of children subjected to trafficking within the country migrate from rural to urban areas to serve as domestic workers for relatives or family friends. Some child trafficking victims are also subjected to forced labor in stone quarries, bakeries, and the fishing and agricultural sectors, including in cocoa fields in Sangha department. As reported by an international organization, nationals of the Congo are among both traffickers and victims in Congo, with 43 percent of traffickers, 28 percent of adult victims, and 14 percent of child victims reported as Congolese. Internal trafficking involves recruitment from rural areas for exploitation in cities. The Congo's indigenous population is especially vulnerable to forced labor in the agricultural sector. Chinese workers in the fishing sector were potentially trafficking victims, as employees of two fishing companies in the Congo endured passport withholding and other abuses.

The Government of the Republic of the Congo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, the Republic of the Congo is placed on Tier 2 Watch List. The government did not enact draft anti-trafficking legislation finalized in the previous reporting year, and knowledge of the country's existing anti-trafficking laws was uneven across the government. While the government investigated four suspected traffickers, it did not demonstrate vigorous efforts to prosecute and convict traffickers, failing to initiate prosecutions of alleged traffickers in 2014 or convict any traffickers from cases which remained pending from up to four years ago. Allegations

of complicity re-emerged during the reporting period, and the government has yet to take action to hold the alleged perpetrators accountable. The lack of an inter-ministerial coordinating body continued to hinder countrywide progress to address internal trafficking and sex trafficking from the DRC and other countries.



RECOMMENDATIONS FOR THE REPUBLIC OF THE CONGO:

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

PROSECUTION

The government made minimal anti-trafficking law enforcement efforts, failing to prosecute, or convict suspected traffickers, while serious allegations of official complicity emerged during the reporting period. Article 60, Chapter 2, of the 2010 Child Protection Code prohibits the trafficking, sale, trading, and exploitation of children, for which Article 115 prescribes penalties of hard labor for an undefined period of time and fines. Article 68 prohibits the worst forms of child labor, including the forced labor and prostitution of children, for which Article 122 prescribes penalties of three months' to one year's imprisonment or fines between approximately $110 and $1,080. Article 4 of the country's labor code prohibits forced or compulsory labor, imposing fines of approximately $1,300 to $1,900. None of these penalties are sufficiently stringent, and the penalties prescribed for sex trafficking are not commensurate with those prescribed for other serious crimes, such as rape. The penal code prohibits forced prostitution. Although Congolese law prohibits some forms of trafficking of adults, it does not outlaw bonded labor or the recruitment, harboring, transport, or provision of a person for the purposes of forced labor. Draft anti-trafficking legislation, completed in partnership with UNODC in the previous reporting period remained pending with the Supreme Court.

The government investigated four suspected traffickers during the reporting period; three offenders remained in jail awaiting trial. However, complicit officials at a foreign diplomatic mission allegedly tipped off the fourth suspect, who fled the country after allegedly repeatedly selling a child to labor traffickers in the Congo and Gabon. Despite issuing instructions in January 2013 directing officials to file criminal charges in all potential trafficking cases, the government did not to charge any suspected traffickers for the second consecutive year—continuing its failure to demonstrate vigorous efforts to address trafficking crimes. Prosecutions involving at least 23 offenders, some charged nearly four years ago, remained pending at the end of the reporting period. As serious crimes, trafficking cases are to be heard at the high court, which did not meet in regular session during the reporting period; accordingly, cases continue to languish and a significant backlog persists. The Ministry of Labor did not report investigating any cases of forced child labor in 2013. The police and *gendarme* academies continued anti-trafficking trainings for their staff, reaching an estimated 1,000 police officers and an unknown number of *gendarmerie* officials in 2014. Nonetheless, limited understanding of the child anti-trafficking law among law enforcement officials, judges, and labor inspectors continued to hinder the prosecution of trafficking crimes.

Serious allegations of official complicity, reported consistently since 2011, continued in 2014. During the year, allegations of official complicity involving the leadership of the Coordination Committee, chaired by the local coordination committee in Pointe-Noire, resurfaced; the previous director of this committee had been reassigned in 2012 following similar reports. Instead of assisting in the placement of child trafficking victims among care providers, complicit officials on the committee allegedly colluded with complicit consular staff at a foreign mission to return victims to a trafficking network. However, the government did not investigate, prosecute, or convict these or other officials complicit in human trafficking offenses.

PROTECTION

The government provided minimal protection services to trafficking victims. The government, in partnership with an NGO, identified 23 trafficking victims during the reporting period, including five children and 18 adults. The government reported its repatriation of two children, one returned to her biological family, and another remained with a host family, awaiting repatriation. To assist victims, the government relied on partnerships with NGOs and foster families to enable trafficking victims in Pointe-Noire to receive access to care. The quality of care provided to victims varied widely. The foster care system, created in July 2009 and intended to ensure trafficking victims remained safe while the government and NGOs conducted family tracing, was allegedly undermined by inadequate security and official complicity. This reportedly made the placement of child trafficking victims in foster families—or those pretending to serve this function—tantamount to their re-trafficking during the year. The government allocated foster families approximately $10 per child per day to ensure the victims' basic needs were met. During the reporting period law enforcement, immigration, and social services personnel did not employ systematic procedures to proactively identify victims among vulnerable groups, relying instead on NGOs and international organizations to identify victims. During the year, there were no reports of victims jailed or prosecuted for crimes committed as a result of their trafficking; however, inadequate identification efforts may have left victims unidentified in the law enforcement system. Although officials interviewed victims after

their rescue—encouraging their assistance in the prosecution of their traffickers—child victims were not expected to testify in court. The government did not deport rescued foreign victims, but it did not issue temporary or permanent residency status to victims and had no legal alternatives to removal to countries in which victims would face retribution or hardship. For the third consecutive year, the government did not carry out joint investigations or extraditions of charged trafficking offenders as part of its bilateral agreement with the Government of Benin.

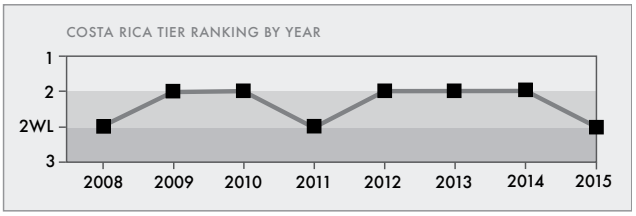
PREVENTION

The government continued limited efforts to prevent trafficking in 2014. During the year, the government drafted a 2014-2017 action plan based on draft anti-trafficking legislation. The government did not establish a national coordinating body to guide its efforts. The government placed one billboard in Pointe-Noire to raise awareness about trafficking, and held a series of trainings for social workers and neighborhood leaders in the city. The government did not take measures to reduce the domestic and transnational demand for commercial sex acts during the reporting period. The government has signed the Convention Against Transnational Organized Crime and the 2000 UN TIP Protocol; however, it has not yet acceded to either of these laws. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

COSTA RICA: Tier 2 Watch List

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

The Government of Costa Rica does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Officials identified 23 victims, investigated 14 suspected cases, and provided anti-trafficking training to some officials and members of the tourism industry. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Costa Rica is placed on Tier 2 Watch List. Law enforcement efforts declined; the government did not convict any traffickers, child sex tourists, or individuals who purchased commercial sex acts from child trafficking victims. Victim services remained inadequate, and the government failed to dispense any of the 1,725 billion colones ($3.24 million) accrued in a dedicated government fund to support anti-trafficking and anti-smuggling efforts. The government continued to lack the ability to collect or report comprehensive statistics on its anti-trafficking efforts, due largely to its policy of classifying cases of trafficking that did not involve the displacement of victims as separate crimes.



RECOMMENDATIONS FOR COSTA RICA:

Use resources in the newly established fund to provide comprehensive services for trafficking victims, including child sex trafficking victims, in partnership with civil society organizations; intensify efforts to proactively investigate and prosecute trafficking offenses, including labor trafficking and cases not involving movement, and convict and punish traffickers; amend legislation to define human trafficking consistent with international law; improve the efficacy and implementation of Costa Rica's victim assistance protocol, particularly in cases occurring outside of the capital, for victims of labor trafficking, and for Costa Rican victims; conduct thorough and transparent criminal investigations and prosecutions of alleged government complicity in trafficking offenses and convict and sentence complicit officials; strengthen dedicated prosecutorial and police units through increased resources and training, including on victim treatment and the distinction between trafficking and smuggling; increase efforts to investigate, prosecute, and convict child sex tourists and others who purchase commercial sex acts from child trafficking victims; improve data collection for law enforcement and victim protection efforts; and finalize an updated national action plan to guide the government's anti-trafficking efforts.

PROSECUTION

The government's anti-trafficking law enforcement efforts declined significantly, with few efforts to hold traffickers criminally accountable. The anti-trafficking law enacted in December 2012, Law 9095, came into effect in February 2013 and prescribes penalties of four to 20 years' imprisonment; these penalties are sufficiently stringent and commensurate with other serious crimes. The definition of trafficking in this law is in some respects more narrow than international law—requiring the displacement of the victim—and in other respects more broad—penalizing non-trafficking crimes such as illegal adoption, sale of organs, moving persons for the purpose of prostitution, and labor exploitation that does amount to forced labor.

Data collection on trafficking remained problematic. The attorney general's office reported investigating 14 new cases of movement-based trafficking. The government prosecuted three defendants for suspected labor trafficking in a 2010 case involving Asian fishermen on boats in Costa Rican waters. This case ended in acquittal and prosecutors have appealed the verdict. There were no additional

trafficking prosecutions and no convictions in 2014, compared with at least seven convictions in 2013. Some officials conflated trafficking with smuggling, and authorities reported that a diversion of government resources to combat smuggling contributed to the decrease in law enforcement efforts. Prosecutors worked with Nicaraguan, Mexican, Dominican, and Panamanian officials on an unspecified number of trafficking investigations in 2013; it is unknown whether any resulted in prosecutions or convictions. The government did not report progress in the pending investigation of a mayor for suspected sex trafficking opened in 2011, and it did not prosecute or convict any government employees complicit in human trafficking or trafficking-related offenses.

PROTECTION

While the government identified more victims, it did not make progress in ensuring that identified victims received adequate protection; specialized services were limited, and most were provided by civil society organizations. The government did not collect comprehensive statistics on victims identified and assisted, and the data provided from different agencies could not be fully reconciled. Prosecutors reported the government identified and assisted 23 trafficking victims in 2014—13 subjected to sex trafficking and 10 to forced labor—an increase from 15 trafficking victims identified and assisted in 2013. The government did not provide comprehensive details on age, gender, or nationality of these victims. At least five were adults, three of whom were from foreign countries, and one of whom was male. The government had an "immediate attention" protocol, which defined steps for various agencies to take to coordinate the provision of food, lodging, health and psychological support to victims through NGOs, but it did not provide details on the number of victims supported in 2014 or the types of assistance received. Some officials, particularly outside the capital, remained unaware of the protocol. Authorities have written procedures for identifying victims among vulnerable groups, such as migrants and individuals in prostitution, but NGOs and some officials asserted victim identification was often reactive and referral mechanisms were not always implemented in an effective or timely manner.

The government neither provided nor funded specialized shelters or services for trafficking victims. It gave 83 million colones ($156,000) to one NGO that provided services to victims of sexual violence, some of whom may have been trafficking victims. There were no shelters available to male victims. The government designated two hospitals with specially trained staff to provide treatment for trafficking victims, but it is unknown whether these facilities cared for any victims in 2014. Police and NGOs noted victim services were virtually nonexistent outside of the capital. In 2014, the government allocated approximately 73 million colones ($135,000) to cover basic needs such as food, clothing, and travel expenses for victims participating in prosecutions as witnesses, but it is not clear if any victims benefited from these resources, as no new prosecutions were initiated. The government granted temporary residency status, with permission to work, to two foreign victims in 2014. Victims had the legal right to file a civil complaint to request compensation from traffickers, but no victims received such compensation. The government did not penalize identified victims for unlawful acts committed as a direct result of being subjected to human trafficking; however, insufficient efforts to screen vulnerable populations for indicators of trafficking may have led to some victims being penalized.

PREVENTION

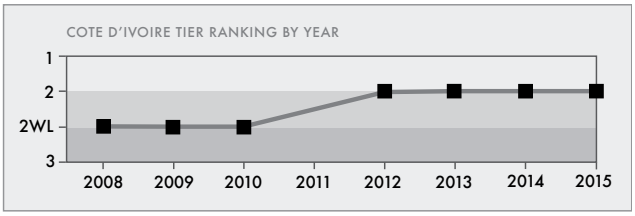
The government decreased prevention efforts. The human trafficking and smuggling directorate (which includes civil society members) met quarterly and continued to implement a national action plan on trafficking, though few tangible outcomes were reported. Although the fund to fight human trafficking and smuggling—established in the previous year and financed primarily by the country departure tax of approximately 532 colones ($1)—continued to collect revenue, the government did not disburse this money for any anti-trafficking activities. Authorities conducted public awareness campaigns, often in partnership with civil society organizations. Labor inspectors held a session for labor recruiters to explain exploitative practices that could constitute violations under anti-trafficking laws, but the government did not report punishment of any recruiters for illegal practices that contribute to trafficking. The government investigated 32 individuals suspected of paying child trafficking victims for commercial sex, but did not report whether it prosecuted or convicted any individuals for such crimes. A quasi-governmental agency conducted trainings on combating child sex tourism for members of the tourism industry; however, the government did not extradite, prosecute, or convict any child sex tourists in 2014. The government and NGOs provided anti-trafficking training to 30 diplomatic personnel. The government did not report efforts to reduce the demand for commercial sex acts or forced labor.

COTE D'IVOIRE: Tier 2

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

The Government of Cote d'Ivoire does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government demonstrated a new commitment to address adult trafficking by prosecuting and convicting two traffickers for the forced prostitution of two women, creating a working-level committee and national action plan on adult trafficking, and drafting legislation to criminalize adult trafficking. However, the government did not finalize the national action plan or the draft legislation during the reporting period. Additionally, the government demonstrated weak protection efforts, to which it allocated

inadequate resources; furthermore, it relied almost entirely on NGOs to provide all protective services to domestic victims and referred foreign victims immediately to their respective embassies for repatriation without providing any care.



RECOMMENDATIONS FOR COTE D'IVOIRE:

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

PROSECUTION

The government demonstrated increased anti-trafficking law enforcement efforts. Law No. 2010-272 Pertaining to the Prohibition of Child Trafficking and the Worst Forms of Child Labor, enacted in September 2010, prescribes penalties for compelling children into or offering them for prostitution of five to 20 years' imprisonment and a fine ranging from 500,000 to 50,000,000 Central African CFA francs (FCFA) ($1,000 to $100,000); these penalties are sufficiently stringent, but not commensurate with penalties prescribed for other serious offenses, such as rape. The law's penalty for subjecting a child to forced labor or situations akin to bondage or slavery is 10 to 20 years' imprisonment and a fine, punishments which are sufficiently stringent. Penal code Article 378 prohibits the forced labor of adults and children, prescribing a sufficiently stringent penalty of one to five years' imprisonment and a fine of 360,000 to 1,000,000 FCFA ($720 to $2,000). Article 376 criminalizes entering into contracts that deny freedom to a third person, prescribing a punishment of five to 10 years' imprisonment and a fine of 500,000 to 5,000,000 FCFA ($1,000 to $10,000). Pimping and exploitation of adults and children in prostitution by means of force, violence, or abuse are outlawed by Articles 335 and 336. In November 2014, the Ministry of Solidarity drafted legislation that criminalizes adult trafficking; however, the law was not finalized or enacted during the reporting period.

The government reported an unknown number of investigations, 25 prosecutions, and 17 convictions in 2014, compared with nine investigations, 23 prosecutions, and 11 convictions reported in 2013. Of the 25 prosecutions, 23 involved alleged traffickers prosecuted for child trafficking under the 2010 child trafficking law; Ivorian courts convicted 15 traffickers in these cases, with penalties ranging from 3 months' to 10 years' imprisonment. The two remaining prosecutions involved two Nigerian traffickers who subjected two Nigerian adults to forced prostitution in the mining region; Ivorian courts sentenced the two traffickers to five years' imprisonment and a fine of 1,000,000 FCFA ($1,860) for pimping and corruption under the penal code. The government allocated 3,600,000 FCFA ($7,000) to the National Police's Anti-Trafficking Unit, which remained severely underfunded. The government did not provide any specific anti-trafficking training to law enforcement officials. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses; however, NGOs and media reports indicate that corruption among police and *gendarmes* may have facilitated trafficking in 2014. Additionally, in 2013, allegations arose that an Ivorian diplomat stationed in Copenhagen subjected his domestic employee to forced labor and sexual abuse; the diplomat voluntarily left his posting in June 2013 when Danish authorities threatened prosecution, but the Ivorian government did not take any further disciplinary action against the diplomat during the reporting period.

PROTECTION

The government demonstrated minimal efforts to identify and protect victims. Given the government's substantial dedication of resources to anti-trafficking activities, the amount allocated to the protection of victims was severely inadequate. The government did not compile accurate victim identification records, and therefore, the precise number of victims identified is unknown. The Ministry of Solidarity identified approximately 60 child victims of trafficking from Burkina Faso, Mali, Benin, and Guinea in 2014; however, it is unclear whether the government provided these victims any protective services or referred them to organizations that did so. International partners identified two adult Nigerian women, who the government later referred to NGO care; an international organization assisted in the repatriation of the victims. The government did not operate any formal care centers exclusively for trafficking victims and relied almost exclusively on NGOs and international partners to provide victim care. It did not have a formal mechanism to refer victims to the care of local NGOs, which reported a significant lack of coordination among ministries responsible for administering victim services. Although foreign victims reportedly have the same access to care, in practice, the government generally referred foreign victims to their respective embassies for repatriation, rather than providing them with shelter or services. There were no reports that the government detained, fined, or jailed victims for unlawful acts committed as a direct result of being subjected to trafficking; however, the lack of formal identification procedures for adult trafficking victims likely resulted in some adult victims remaining unidentified in the law enforcement system.

PREVENTION

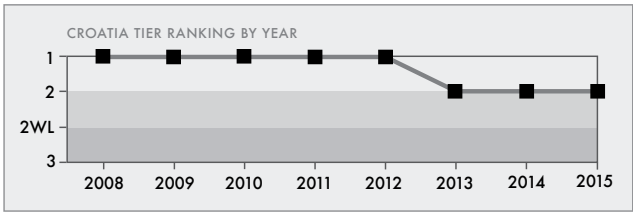
The government sustained modest efforts to prevent trafficking. The National Monitoring Committee (NMC) and the Inter-Ministerial Committee, established in 2011, continued to serve as the national coordinating bodies on child trafficking issues. The committees met regularly throughout the reporting period and began revising the national action plan on child labor and trafficking, which expired in 2014; however, they failed to finalize the updated national action plan by the close of the reporting period. The NMC continued a nationwide awareness campaign, which

included TV and local radio information spots, 100 billboards, and the distribution of illustrated pamphlets in French and five local languages to explain the child anti-trafficking law and to educate the public on how to take action against the worst forms of child labor. In November 2014, the government created a working-level committee to focus on adult trafficking. The committee met four times during the reporting period and, in coordination with an international partner, approved a draft national action plan on adult trafficking; the committee did not finalize or adopt this plan during the reporting period. The government did not demonstrate efforts to address local demand for commercial sex acts or forced labor during the reporting period. The government did not provide anti-trafficking training or guidance for its diplomatic personnel or peacekeepers deployed abroad during the reporting period.

CROATIA: Tier 2

Croatia is a destination, source, and transit country for women and children subjected to sex trafficking and men, women, and children subjected to forced labor. Croatian women and girls, some of whom respond to false job offers online, fall victim to sex trafficking within the country and throughout Europe. Women and girls from the Balkans and Eastern Europe are subjected to sex trafficking in Croatia. Romani children from Croatia are at particular risk of forced begging in Croatia and throughout Europe, often by family members. Croatian, Bosnian, and Romanian women and men are subjected to forced labor in the Croatian agricultural sector.

The Government of Croatia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Trafficking convictions increased, but law enforcement efforts remained inadequate relative to the size of the problem, with light sentencing for perpetrators. The government identified more victims, but experts believed the true extent of trafficking in Croatia remained higher than the number of victims identified by the government. The government organized multiple campaigns to raise awareness of trafficking among vulnerable populations, including youth.



RECOMMENDATIONS FOR CROATIA:

Increase investigations and prosecutions of suspected traffickers and punish offenders with dissuasive sentences; strengthen efforts to proactively identify victims, particularly girls induced into prostitution; continue to train prosecutors on best practices for prosecuting trafficking cases, including methods for collecting evidence against suspected traffickers, to increase convictions; sensitize judges about secondary trauma in sex trafficking testimony; continue to inform all identified victims of their right to pursue restitution from their traffickers and encourage them to do so; devote more resources to the national anti-trafficking secretariat to enable it to effectively combat trafficking; and continue to raise awareness of situations potentially resulting in trafficking among vulnerable populations, particularly youth.

PROSECUTION

The government displayed mixed progress on law enforcement efforts. Croatia prohibits all forms of trafficking through Articles 105 and 106, which prescribe penalties of one to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for rape. During 2014, the government investigated 15 trafficking suspects, a steep decrease from 39 in 2013, and initiated prosecutions of five defendants, one-third the number prosecuted in 2013. Five traffickers were convicted, of compared with one in 2013; one trafficker was convicted of labor trafficking and four were convicted of sex trafficking. Prison sentences ranged between one and six years; however, courts substituted a one-year prison sentence with community service work for one trafficker and suspended the sentence of another who was a minor. Prosecutors who sought more stringent sentencing appealed these sentences. Authorities delivered trafficking-specific training to police, border, and traffic officers. Croatian authorities collaborated with foreign governments, EUROPOL, and INTERPOL on international investigations that led to the arrest of suspected traffickers. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government sustained victim protection efforts, though experts believed victim identification was inadequate in light of the suspected scope of human trafficking in Croatia. The government provided 388,801 kuna ($63,200) to two NGO-run trafficking shelters in 2014, slightly less than it provided for shelter care in 2013. One shelter was for adults and one was for minors. Adult victims were allowed to leave shelters without chaperones after completing a risk assessment. During 2014, police and NGOs identified 37 victims of sex and labor trafficking and three potential minor victims of labor trafficking, up from 32 identified in 2013. Nearly 90 percent of the identified victims were Croatian and almost 80 percent were female. Twenty-two of the 37 identified victims were minors. Thirty-one of the identified victims were forced into prostitution, and six were subjected to forced labor.

Croatian law entitles trafficking victims to safe accommodation and medical, psychological, and legal aid. Assistance was offered to all 37 victims identified in 2014, of which 11 accepted, including five victims who were accommodated in shelters. In comparison, 12 out of the 32 victims identified in 2013 accepted government assistance, of which six were accommodated in shelters. New legislation passed in July 2013 entitles victims to seek financial compensation from the state in addition to traffickers, but the government had not dispersed any payments by the end of the reporting period. The government provided repatriation assistance to three minor victims. The police undertook several operations to identify trafficking victims among child beggars, which led to the identification of one victim who had been forced to beg. Foreign trafficking victims were offered the same care as domestic victims, as well as renewable temporary residence permits, employment assistance, skills development training, and adult classroom education. Alternatively, authorities could assist foreign victims with voluntary repatriation to their country of origin.

Croatian police followed a standard operating procedure for identifying and referring victims to services, which included instructions on activating the national referral system when indicators of trafficking were present. When the system was activated, a mobile team consisting of a police officer specializing

in trafficking cases, a social worker, a victim specialist from the Croatian Red Cross, and usually an NGO representative was sent to coordinate victim care and placement. Experts reported the procedures functioned well in practice, but police needed to do a better job identifying victims, particularly in brothels. There was a specially designated social worker in each county responsible for providing initial care and coordinating further assistance for trafficking victims. Experts reported that some Croatian judges lacked an appreciation for the impact of psychological trauma on a victim's ability to consistently and clearly relate the circumstances of his or her victimization and inappropriately dismissed as unreliable victim testimony that was delayed, partial, or inconsistent. Written instructions issued by the state attorney mandated victims not be prosecuted for crimes committed as a result of being subjected to trafficking.

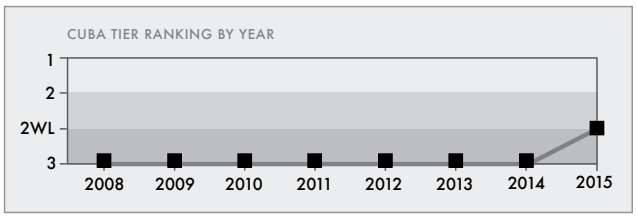
PREVENTION

The government continued efforts to prevent trafficking. The senior-level national committee to coordinate anti-trafficking activities met twice during the reporting period and the committee's working-level operational team met monthly, including with NGOs, to implement the 2012-2015 national action plan. The government's Office for Human Rights and National Minorities, which serves as the national committee's secretariat, spent 208,000 kuna ($33,800) on awareness-raising projects implemented by NGOs, professional training, and an emergency hotline, a slight decrease from 2013. The government systematically monitored its anti-trafficking efforts and posted information on ministries' websites. The human rights office launched a campaign sensitizing the public, including potential customers, to the reality that persons engaged in prostitution may be trafficking victims. The interior ministry implemented a three-month training program in cooperation with NGOs, local communities, and the private sector to prevent trafficking of women and children; the program initially trained 120 government officials, who educated 900 local government employees and 3,500 police officers. The government continued a program to teach youth—particularly girls, asylum seekers, and migrant youth—how to recognize potentially dangerous situations leading to trafficking, such as attractive job offers and romantic invitations to travel abroad. Police also held trafficking prevention seminars with high school and primary school students, including Romani youth, parents, and teachers. In 2014, the labor ministry conducted public awareness campaigns and business inspections to discourage illegal labor practices, including forced labor and illegal hiring of foreign workers. The government provided anti-trafficking training for its diplomatic personnel.

CUBA: Tier 2 Watch List

Cuba is a source country for adults and children subjected to sex trafficking and forced labor. Information on the scope of sex trafficking and forced labor in Cuba is limited. Child sex trafficking and child sex tourism occur within Cuba. Cuban authorities report people from ages 13 to 20 are most vulnerable to human trafficking in Cuba. Traffickers also subject Cuban citizens to forced prostitution in South America and the Caribbean. In the Cuban economy, the government is the dominant employer, including in foreign medical missions, which employ more than 51,000 workers in over 67 countries and constitute a significant source of Cuban government income. Some participants in foreign medical missions as well as other sources allege that Cuban officials force or coerce participation in the program; the Cuban government denies these allegations. Some Cubans participating in these work missions have stated the postings are voluntary and well paid compared to jobs within Cuba. There have also been claims that Cuban authorities coerced participants to remain in the program, including by allegedly withholding their passports, restricting their movement, or threatening to revoke their medical licenses or retaliate against their family members in Cuba if participants leave the program. There are also claims about substandard working and living conditions and the existence of "minders" to monitor victims outside of work. Some medical professionals participating in the missions are in possession of their passports when they apply for and obtain special United States visa and immigration benefits, indicating passport retention is not a consistent practice across all work missions. The government arranges for high school students in rural areas to harvest crops, but claims this work is not coerced.

The Government of Cuba does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. For the second consecutive year, the government reported efforts to address sex trafficking, including the prosecution and conviction of 13 sex traffickers in 2013 and the provision of services to victims in those cases. The Cuban government reported at the beginning of 2015 that the Ministry of Labor and Social Security assumed the lead role in a committee responsible for combating gender and sexual violence, including sex trafficking. The penal code does not criminalize all forms of human trafficking, though the government reported continuing efforts to amend its criminal code, including bringing it into conformity with the requirements of the 2000 UN TIP Protocol, to which it acceded in July 2013. The government did not recognize forced labor as a problem within Cuba and did not report efforts to prevent forced labor. The government did not report any trafficking-specific shelters, but offered services to trafficking victims through centers for women and families harmed by violence. The Federation of Cuban Women, a government-affiliated non-governmental organization, provided some outreach and education about human trafficking within the context of violence against women, but did not specifically address it as a crime involving sex trafficking and forced labor or affecting men and boys.



RECOMMENDATIONS FOR CUBA:

Consistent with the 2000 UN TIP Protocol, draft and pass a comprehensive anti-trafficking law that prohibits all forms of human trafficking, including an offense of forced labor, a definition that makes minors under the age of 18 sex trafficking victims regardless of the use of force, fraud, or coercion, and the full range of "acts" (recruiting, transporting, transferring, harboring, or receiving persons) as part of those crimes; vigorously investigate and prosecute both sex trafficking and forced labor offenses; schedule a visit and engage in robust discussions with the UN special rapporteur on trafficking in persons on all forms of human

trafficking; provide specialized training for managers in state-owned or controlled enterprises in identifying and protecting victims of forced labor and implement policies to verify the absence of coercion in such enterprises; train those responsible for enforcing the labor code to screen for trafficking indicators and educate workers about trafficking indicators and where to report trafficking-related violations; strengthen efforts, in partnership with international organizations, to provide specialized victim identification and referral training for first responders; establish formal policies and procedures to guide officials in the identification of all trafficking victims and their referral to appropriate services; expand upon the Ministry of Labor and Social Security's anti-trafficking responsibilities to include all forms of trafficking and male as well as female victims, and develop an action plan to address sex trafficking and forced labor for males and females; and adopt policies that provide trafficking-specific, specialized assistance for male and female trafficking victims, including measures to ensure identified sex and labor trafficking victims are not punished for unlawful acts committed as a direct result of being subjected to sex trafficking or forced labor.

PROSECUTION

The government sustained law enforcement efforts by prosecuting and convicting sex traffickers, but took no action to address forced labor. The penal code does not criminalize all forms of trafficking, but the government reported it was in the process of amending the code, including making revisions to bring it into conformity with the requirements of the 2000 UN TIP Protocol. Cuba prohibits some forms of trafficking through several laws, including: Article 302 (procuring and trafficking in persons); Article 310.1 (corruption of minors for sexual purposes); Article 312.1 (corruption of minors for begging); and Article 316.1 (sale and trafficking of a child under 16). Cuban law does not criminalize forced labor as required by the 2000 UN TIP Protocol and the Cuban government did not report any labor trafficking prosecutions or convictions. The penal code's definition of sex trafficking conflates sex trafficking with prostitution and pimping, although Cuban prosecutorial officials understand the distinction for the purposes of the 2000 UN TIP Protocol definition and for reporting anti-trafficking law enforcement data. The law criminalizes sex trafficking achieved through force, coercion, or abuse of power or a position of vulnerability, although the use of such means is considered an aggravating factor (to a crime of inducing or benefiting from prostitution), not an integral part of the crime. It does not explicitly include the use of fraud and physical force within the list of aggravating factors that make coercion of prostitution a crime. The provision addressing corruption of minors encompasses many of the forms of child sex trafficking, but its definition of a minor as a child under 16 years old is inconsistent with the definition under the 2000 UN TIP Protocol, which defines a child as any person under the age of 18. Although anyone inducing children between the ages of 16 and 18 to engage in prostitution would not be identified as a trafficker under Cuban law, forced prostitution is illegal irrespective of age of the victim, and the government has prosecuted individuals benefiting from the prostitution of children. Both adult and child sex trafficking provisions do not explicitly criminalize the acts of recruitment, transport, and receipt of persons for these purposes. Cuba became a party to the 2000 UN TIP Protocol in 2013, and the government reported it began the process of revising Cuba's criminal code in 2012. The government did not provide an update on this process in 2014, but in December 2013 amended Article 346.1 of the criminal code to mandate sentences of five to 12 years' imprisonment for various crimes, including for laundering funds obtained from trafficking in persons.

In 2014, the government publicly presented official data on prosecutions and convictions of sex traffickers secured during calendar year 2013. Authorities reported 13 prosecutions and convictions of sex traffickers, compared with 10 in 2012. At least seven of the convictions involved suspects accused of trafficking seven child victims within Cuba, including the facilitation of child sex tourism in Cuba. The average sentence was seven years' imprisonment. Traffickers were punished more severely in some cases when the victim was younger than 16. In addition, the government was known to have assisted one foreign government's investigation of a child sex tourism case. There were no reported forced labor prosecutions or convictions. The government also identified a group of Cubans living or traveling abroad involved in recruiting and transporting women who used false promises, paid for travel expenses, and subjected the women to debt bondage while exploiting them in forced prostitution. This case was still being investigated and had not yet resulted in prosecutions or convictions of suspected traffickers in Cuba. Students at the Ministry of Interior Academy and police assigned to tourist centers reportedly received specific anti-trafficking training and victim assistance. The government demonstrated its willingness to cooperate with other governments on investigations of possible traffickers. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking in 2014.

PROTECTION

The government sustained efforts to protect sex trafficking victims. Authorities identified seven child sex trafficking victims and seven adult sex trafficking victims linked to 2013 convictions; it did not identify any labor trafficking victims or male sex trafficking victims. Identified sex trafficking victims received government assistance; detailed information on assistance provided to the 14 identified victims was unavailable. The government reported informal procedures to proactively identify sex trafficking victims, whereby first responders identify potential cases and refer them to law enforcement. The government did not report having procedures to proactively identify victims of forced labor. Employees of the Ministries of Tourism and Education received training to spot indicators of sex trafficking, particularly among children engaged in commercial sex. The Federation of Cuban Women received funding from international organizations and operated centers for women and families nationwide to assist individuals harmed by violence, including victims of sex trafficking. These centers provided services such as psychological treatment, health care, skills training, and assistance in finding employment. Authorities did not report how many sex trafficking victims were assisted by these centers. The government did not operate any shelters or services specifically for adult victims of trafficking. Police encouraged child sex trafficking victims under the age of 17 to assist in prosecutions of traffickers by operating three facilities that gathered children's testimony though psychologist-led videotaped interviewing, usually removing the need for children to appear in court. In addition to collecting testimony, government social workers developed a specific plan for the provision of follow-on services. There were no reports of the government punishing sex trafficking victims for unlawful acts committed as a direct result of being subjected to human trafficking. There were no reports of foreign trafficking victims in Cuba.

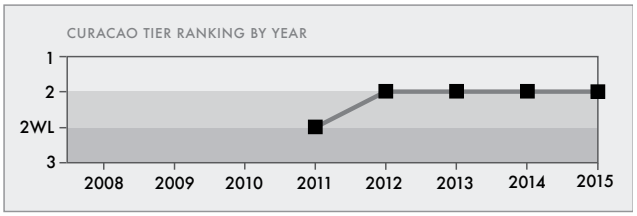
PREVENTION

The government sustained anti-trafficking prevention efforts. The attorney general's office operated a 24-hour telephone line for individuals, including sex trafficking victims, needing legal assistance. State media produced newspaper articles and television and radio programs to raise public awareness about sex trafficking. Authorities maintained an office within the Ministry of Tourism charged with monitoring Cuba's image as a tourism destination, combating sex tourism, and addressing the demand for commercial sex acts; however, authorities did not make efforts to address the demand for forced labor. Authorities reported four foreign nationals continued serving sentences ranging from 13 to 30 years' imprisonment for child sex tourism in Cuba; and two foreign nationals awaited hearings. The Ministry of Labor and Social Security coordinated national anti-trafficking efforts, but did not address all forms of trafficking. The government did not report whether it provided anti-trafficking training or guidance for its diplomatic personnel. A formal, written report on governmental anti-trafficking efforts was released to the public in November 2014. In March 2015, authorities invited the UN special rapporteur on trafficking in persons to visit. The government did not report specialized training for labor inspectors to screen for trafficking indicators of potential forced labor.

CURAÇAO: Tier 2

Curaçao is a source, transit, and destination country for women, children, and men subjected to sex trafficking and forced labor. Specific at-risk populations include women and girls living in Curaçao in the unregulated commercial sex trade, including in "snacks" in local neighborhoods; teenagers and young adults, including adolescent single mothers; foreign women from South America and other Caribbean countries in the regulated commercial sex trade; and migrant workers in the dry dock, construction, landscaping, minimarkets, retail, and restaurant industries, including from other Caribbean countries, South America, India, and China. Foreign women who apply to work at Curaçao's legal brothel, which offers "24/7 access" to more than 120 foreign women in prostitution, are vulnerable to trafficking; they must obtain a temporary visa and work permit, a medical check-up on arrival from the Ministry of Health, and subsequent check-ups every two weeks. There have been reports of government officials—including a civil servant employed by the police—complicit in trafficking crimes.

The Government of Curaçao does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2014, the government convicted and sentenced four sex traffickers and launched an anti-trafficking awareness campaign on a local television station. Authorities did not increase funding for or improve the quality of services available to trafficking victims. The government did not issue formalized standard operating procedures on victim identification. The government did not take steps to address sex trafficking within the unregulated commercial sex trade or to increase the capacity to conduct labor inspections in industries vulnerable to labor trafficking.



RECOMMENDATIONS FOR CURAÇAO:

Make robust and transparent efforts to identify and assist potential victims of sex trafficking and forced labor; finalize formal, proactive victim identification, referral, and protection measures to guide officials, including health workers, on how to assist victims of forced labor and sex trafficking in the legal and illegal sex trade; continue to vigorously prosecute trafficking offenses and convict and punish traffickers, including government officials complicit in human trafficking; finalize and implement the national anti-trafficking action plan; closely monitor the implementation of the anti-trafficking protocol with members of the business community; provide targeted training and resources to local officials to conduct outreach in migrant communities to uncover potential labor trafficking victims; provide educational materials to individuals in the sex trade and migrant workers to ensure they know their rights, trafficking indicators, and who to call if they suspect human trafficking; provide adequate resources for the anti-trafficking taskforce; and continue to implement a multilingual public awareness campaign directed at potential victims, the general public, and potential clients of the sex trade.

PROSECUTION

The government made significant progress in anti-trafficking law enforcement efforts. Curaçao prohibits all forms of trafficking in persons through Article 2:239 of its criminal code, which prescribes penalties ranging from nine to 24 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government did not report initiating any new trafficking investigations. Authorities prosecuted and convicted three sex traffickers in one case: a former club owner and the club manager were convicted of human trafficking under Article 2:239 and received sentences of 36 and 18 months' imprisonment. As a result of bilateral cooperation in this case, a Colombian national was charged with sex trafficking in Curaçao and Colombia and was subsequently deported to Colombia at the request of Colombian authorities. In the same case, authorities acquitted a civil servant employed by the police of trafficking charges, but convicted him of illegal firearm possession and violating the terms of his employment; he was sentenced to 200 hours of community service. The government did not report any additional investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government sustained efforts to identify trafficking victims. Government officials identified seven trafficking victims in 2014, an increase from six victims identified in 2013. One Colombian adult female victim continued to receive services. The government's victim assistance bureau partnered with an NGO to provide victims with care and assistance, which included legal assistance, medical care, and counseling. The government operated no specialized shelters for trafficking victims but could use a domestic violence

shelter that sometimes restricted victims' movements. Authorities provided temporary assistance to a female Indian trafficking victim, at the request of the Government of Trinidad and Tobago, during her repatriation back to India. The government has never identified any trafficking victims within Curaçao's legal brothel. Government health officials who provided medical services to women in the brothel did not provide any anti-trafficking training or education materials to ensure potential human trafficking victims knew their rights, indicators of human trafficking, and who to call if they suspect trafficking. Trafficking victims could seek restitution from the government and file civil suits against traffickers, though none did so in 2014.

The government reported it had a policy to provide foreign victims with legal alternatives to their removal to countries where they may face retribution or hardship, but did not report whether it provided any to trafficking victims in 2014. Authorities could grant temporary residency status on a case-by-case basis, but did not report granting such relief to any foreign trafficking victims in 2014. The government did not have a policy to protect victims from being punished for crimes committed as a direct result of being subjected to human trafficking. Officials drafted but did not finalize standard operating procedures on victim identification for all front-line responders. The government developed guidelines on the role of each relevant agency in trafficking cases, but the guidelines were not yet operational.

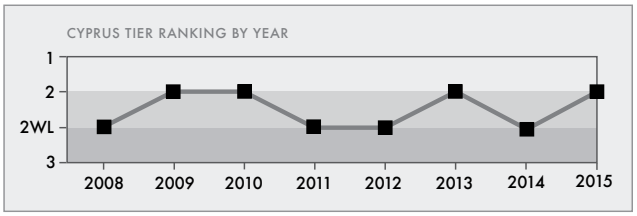
PREVENTION

The government made progress in efforts to prevent trafficking. Officials launched a "road show" intended to educate the general public and vulnerable communities about trafficking. Two cabinet-level ministries drafted and signed an anti-trafficking protocol with the business community in November 2014. The protocol offered shorter processing times for work permits to businesses that agreed to adhere to specific anti-trafficking measures. The government made efforts to update a memorandum of understanding with the Kingdom of the Netherlands, which provided ongoing cross-training to exchange best practices with other anti-trafficking officials in the kingdom. The government did not report efforts specifically targeting the demand for forced labor, nor did it have a campaign aimed at potential clients of the sex trade in Curaçao in an effort to reduce the demand for commercial sex acts. The government provided anti-trafficking training or guidance for its diplomatic personnel. There were no known reports of child sex tourism occurring in Curaçao or of residents of Curaçao participating in international sex tourism.

CYPRUS: Tier 2

Cyprus is a source and destination country for men, women, and children subjected to forced labor and sex trafficking. Victims identified in Cyprus in 2014 were primarily from Eastern Europe and South Asia. In previous years, victims from Africa, Dominican Republic, and Philippines were also identified. Women, primarily from Eastern Europe, Vietnam, India, and sub-Saharan Africa, are subjected to sex trafficking. Sex trafficking occurs in private apartments and hotels, on the street, and within commercial sex trade outlets in Cyprus including bars, pubs, coffee shops, and cabarets. Foreign migrant workers—primarily Indian and Romanian nationals—are subjected to forced labor in agriculture. Migrant workers subjected to labor trafficking are recruited by employment agencies and enter the country on short-term work permits. After the permits expire, they are often subjected to debt bondage, threats, and withholding of pay and documents. Asylum seekers from Southeast Asia, Africa, and Eastern Europe are subjected to forced labor in agriculture and domestic work. Unaccompanied children, children of migrants, and asylum seekers are especially vulnerable to sex trafficking and forced labor.

The Government of Cyprus does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government convicted three traffickers and punished them with the most stringent sentences ever issued for a trafficking crime in Cyprus since it was criminalized in 2000. Authorities launched more investigations than in 2013 and achieved the first two convictions for child sex trafficking. The government nearly doubled the number of victims identified and, despite cuts in benefits in other social welfare funding, it maintained financial resources allocated to shelter victims. Reports persisted, however, of substantial delays in the issuance of monthly public allowance checks to some victims. Male victims identified in early 2015 did not receive benefits and relied exclusively on NGOs for care. Experts reported insensitive and sometimes punitive treatment of victims by the Social Welfare Service, with some victims sent to unsuitable and exploitative jobs.



RECOMMENDATIONS FOR CYPRUS:

Improve efforts to vigorously prosecute trafficking offenses and convict and punish traffickers, including officials who are complicit in trafficking; provide increased services for male victims, including shelter; provide financial allowances for victims in a timely manner; conduct a review of practices employed by the Social Welfare Service in securing employment and accommodation for victims; train Social Welfare Service staff in best practices of victim care; continue to raise awareness of trafficking and victim identification among police and migration authorities and provide training on victim identification, particularly for forced labor; further train judges and prosecutors to ensure robust application of the new anti-trafficking law; continue increasing the use of expert witness testimony in prosecutions of trafficking offenses and adequately protect victims during court proceedings; formalize the national referral mechanism to provide a practical guide that clearly outlines the roles and responsibilities of front-line responders, respective ministries, and NGOs; launch a study of visa regimes for performing artists, students, barmaids, domestic and agricultural workers, and other categories to identify potential misuse by traffickers; and increase screening for trafficking among visa holders in vulnerable sectors.

PROSECUTION

The government increased law enforcement efforts. Cyprus prohibits all forms of trafficking through Law 60(I) of 2014. Prescribed penalties are up to 20 years' imprisonment, which are

sufficiently stringent and commensurate with those prescribed for other serious crimes. The government investigated 24 new cases involving 35 suspected traffickers during the reporting period, an increase compared with 15 cases involving 33 suspects in 2013. The government initiated prosecutions against 15 defendants, a decrease compared with 22 in 2013. Nine traffickers were convicted under Law 87(I)/2007, Law 60(I)/2014 and other laws, compared with two in 2013. Sentences were significantly more stringent than the previous reporting period. Eight of the convicted traffickers received time in prison ranging from three months to 12 years; one convicted trafficker did not receive any time in prison. One case led to the first conviction for trafficking of a child for sexual exploitation; the two perpetrators, both Cypriots, were sentenced to 12 and 10 years in prison. The government continued to convict traffickers under non-trafficking statutes, leading to lenient sentences for convicted traffickers.

The anti-trafficking police unit provided oversight throughout the course of an investigation; however, the court system's mistreatment of victim witnesses and lengthy trial procedures resulted in a limited number of convictions. The government did not effectively track trafficking cases as they moved through the judicial system. The government established a mechanism to review labor complaints, and officials forwarded potential forced labor cases to the police and the social welfare department; however, NGOs reported officials rarely treated labor complaints as potential trafficking cases. The government installed new software for the anti-trafficking police unit to enhance its capacity to record, process, and analyze trafficking-related data. In 2014, the government funded anti-trafficking training for 86 law enforcement officers, as well as a joint training for police and prosecutors to enhance cooperation. NGOs reported allegations of official complicity involving at least two senior officials and one former official who solicited services from a sex trafficking victim. The case was acquitted after the court ruled the victim's testimony was unreliable. A police immigration official acquitted in 2012 for alleged involvement in a sex trafficking case won his suit against the government contesting his dismissal. He was rehired and placed in charge of the immigration service at Larnaca Airport; NGOs have strongly protested his appointment to such a sensitive position.

PROTECTION

The government increased efforts to protect victims. The government maintained financial resources allocated for victims despite cuts in other social welfare funding. The government identified 46 victims of trafficking in 2014, an increase from 25 in 2013. Of the 46 victims identified, 22 were labor trafficking victims, of which 15 were men and 7 were women. The government identified 19 victims of sex trafficking, including 16 women and three children. Five additional women were victims of both labor and sex trafficking. Most victims of forced labor were referred to the police by NGOs. The majority of sex trafficking victims were identified during police operations. The government referred all identified victims to the social welfare office for assistance. Twenty female victims of sex trafficking were accommodated at the government-operated shelter in Nicosia. These victims were permitted to stay for one month or longer, as appropriate, in the shelter for a reflection period, a time in which victims could recover before deciding whether to cooperate with law enforcement. In previous years, authorities accommodated male sex trafficking victims in hotels paid for by the government; male and female victims of labor trafficking stayed in apartments and received rent subsidies from the government.

Multiple sources reported substantial delays in issuance of monthly allowance checks to some victims, which left victims unable to cover basic needs; some male victims were homeless as a result. Male victims of labor trafficking identified in 2015 did not receive benefits and relied exclusively on NGOs for care. Experts reported Social Welfare Service (SWS) staff in Nicosia exhibited insensitive and sometimes punitive treatment of victims. Victims were sent to unsuitable and exploitative jobs where they were expected to work for more hours than legally permitted and received salaries below the minimum wage. If victims declined a job offer, SWS declared victims voluntarily unemployed and discontinued their benefits. The government spent 184,000 euro ($151,000) to operate the trafficking shelter, compared with 199,136 euro ($164,000) in 2013. The government provided 118,066 euro ($97,000) in public assistance to victims who chose to stay in private apartments and were entitled to a rent subsidy and monthly allowance, compared with 262,000 euro ($319,000) in 2013. Victims had the right to work and were provided a variety of assistance and protection from deportation. They also had eligibility for state vocational and other training programs and the ability to change sectors of employment. A lack of directives on coordination between ministries reportedly led to gaps and delays in services and support provided. The law stipulates victims be repatriated at the completion of legal proceedings, and police conducted a risk assessment for each victim prior to repatriation. Two victims whose safety was assessed to be at risk were issued residence permits on humanitarian grounds and remained in Cyprus. Authorities extended the work permit of a third victim. Forty-six victims assisted law enforcement in the prosecution of suspected traffickers. There were no reports of victims inappropriately penalized for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

The government maintained prevention efforts. The Multidisciplinary Coordinating Group to combat trafficking coordinated the implementation of the 2013-2015 National Anti-Trafficking Action Plan. NGOs reported cooperation with the coordinating group greatly improved during the reporting period. In 2014, the government investigated seven cases of potential labor exploitation of migrant workers for illegally operating an employment agency and revoked the licenses of two private employment agencies for not complying with regulations. The government reported five ongoing investigations of recruiters and brokers for exploitation of migrant workers. The government continued to print and distribute booklets in seven languages aimed at potential victims on the assistance available to them. The government did not report efforts to reduce the demand for forced labor or commercial sex acts. The Ministry of the Interior provided training to labor inspectors, labor relations officers, social welfare officers, and officials in the Ministry of Health on labor trafficking and the provisions of the new 2014 trafficking law. It also included a segment on trafficking in the curriculum for students aged 15-18 years. The government provided anti-trafficking training or guidance for its diplomatic personnel.

AREA ADMINISTERED BY TURKISH CYPRIOTS

The northern area of Cyprus is administered by Turkish Cypriots. In 1983, the Turkish Cypriots proclaimed the area the independent "Turkish Republic of Northern Cyprus" ("TRNC"). The United States does not recognize the "TRNC," nor does any other country except Turkey. The area administered by Turkish Cypriots

continues to be a zone of impunity for human trafficking. The area is increasingly a destination for women from Central Asia, Eastern Europe, and Africa who are subjected to forced prostitution in night clubs licensed and regulated by Turkish Cypriots. Nightclub owners pay significant taxes to the Turkish Cypriot administration, between eight and 12 million dollars annually according to media reports; additionally, owners pay approximately $2,000 per woman in fees to the authorities, which may present a conflict of interest and a deterrent to increased political will to combat trafficking. An NGO reported girls as young as 11 were victims of sex trafficking inside the walled city of Nicosia. Men and women are subjected to forced labor in industrial, construction, agriculture, domestic work, restaurant, and retail sectors. Victims of labor trafficking are controlled through debt bondage, threats of deportation, restriction of movement, and inhumane living and working conditions. Labor trafficking victims originate from China, Pakistan, Philippines, Turkey, Turkmenistan, and Vietnam. Women who are issued permits for domestic work are vulnerable to forced labor. An NGO reported a number of women enter the "TRNC" from Turkey on three-month tourist or student visas and engage in prostitution in apartments in north Nicosia, Kyrenia, and Famagusta; some may be trafficking victims. Migrants, refugees, and their children are also at risk for sexual exploitation.

If the "TRNC" were assigned a formal ranking in this report, it would be Tier 3. Turkish Cypriot authorities do not fully comply with the minimum standards for the elimination of trafficking and are not making significant efforts to do so. The area administered by the Turkish Cypriots lacked an anti-trafficking "law." Turkish Cypriots did not keep statistics on law enforcement efforts against trafficking offenders. The area administered by Turkish Cypriots lacked shelters for victims, and social, economic, and psychological services for victims. During the reporting period, police conducted several raids of nightclubs resulting in the arrest of possible victims of trafficking. Local observers reported authorities were complicit in facilitating trafficking and police continued to retain passports upon arrival of women working in night clubs.

An anti-trafficking amendment to the "criminal code" was tabled during the previous reporting period; however, no progress was made on enacting it during 2014. The "attorney general's office" sentenced one "official" to nine months imprisonment for involvement in a trafficking-related case in 2013. Turkish Cypriots did not enforce the "law" stipulating nightclubs may only provide entertainment such as dance performances. Authorities did not acknowledge the existence of forced labor. There was no "law" that punished traffickers who confiscate workers' passports or documents, change contracts, or withhold wages to subject workers to servitude. Turkish Cypriots did not provide any specialized training on how to investigate or prosecute human trafficking cases.

Turkish Cypriot authorities did not allocate funding to anti-trafficking efforts, police were not trained to identify victims, and authorities provided no protection to victims. Police confiscated victims' passports, reportedly to protect them from abuse by nightclub owners who confiscated passports. Foreign victims who voiced discontent about the treatment they received were routinely deported. NGOs reported women preferred to keep their passports but were convinced to give them to police to avoid deportation. Victims of trafficking serving as material witnesses against a former employer were not entitled to find new employment and resided in temporary accommodation arranged by the police; experts reported women were accommodated at night clubs. The Turkish Cypriot authorities did not encourage victims to assist in prosecutions against traffickers, and all foreign victims were deported. If a victim requested to return to their home country during an interview with authorities, they were required to return to and lodge at a hotel until air tickets were purchased. Witnesses are not allowed to leave the "TRNC" pending trial and are deported at the conclusion of "legal" proceedings.

In 2014, authorities issued 1,168 hostess and barmaid six-month work permits for individuals working in approximately 40 nightclubs and two pubs operated in the north. An NGO reported authorities did not consistently document the arrival of women intending to work in nightclubs. The majority of permit holders came from Moldova, Morocco, and Ukraine, while others came from Belarus, Kazakhstan, Kenya, Kyrgyzstan, Paraguay, Russia, and Uzbekistan. Women were not permitted to change location once under contract with a nightclub, and Turkish Cypriots deported 395 women who curtailed their contracts without screening for trafficking. While prostitution is illegal, female nightclub employees were required to submit to biweekly health checks for sexually transmitted infection screening, suggesting tacit approval of the prostitution industry. Victims reported bodyguards at the night clubs accompanied them to health and police checks, ensuring they did not share details of their victimization with law enforcement or doctors. Turkish Cypriots made no efforts to reduce demand for commercial sex acts or forced labor. The "law" that governed nightclubs prohibits foreign women from living at their place of employment; however, most women lived in group dormitories adjacent to the nightclubs or in other accommodations arranged by the establishment owner. The nightclubs operated as "legal" businesses that provided revenue to the "government." The "Nightclub Commission," which composed police and "government officials" who regulate nightclubs, prepared brochures on employee rights and distributed them to all foreign women upon entry. They also established a hotline for trafficking victims; however, it is inadequately staffed by one operator.

RECOMMENDATIONS FOR TURKISH CYPRIOT AUTHORITIES:

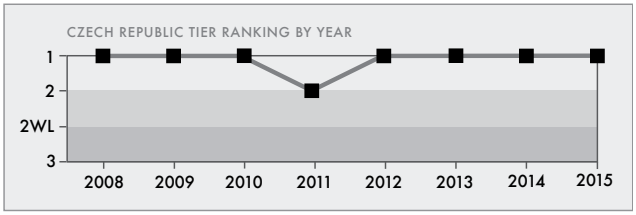
Enact "legislation" prohibiting all forms of human trafficking; screen for human trafficking victims within nightclubs and pubs; increase transparency in the regulation of nightclubs and promote awareness among clients and the public about force, fraud, and coercion used to compel prostitution; provide funding to NGO shelters and care services for the protection of victims; investigate, prosecute, and convict officials complicit in trafficking; provide alternatives to deportation for victims of trafficking; and acknowledge and take steps to address conditions of forced labor.

CZECH REPUBLIC: Tier 1

The Czech Republic is a source, transit, and destination country for women and children subjected to sex trafficking and a source, transit, and destination country for men and women subjected to forced labor. Women, girls, and boys from the Czech Republic, Eastern Europe, Nigeria, the Philippines, and Vietnam are subjected to sex trafficking in the Czech Republic and also transit through the Czech Republic to other European countries where they are subjected to sex trafficking. Men and women from the Czech Republic, Eastern Europe, Mongolia, the Philippines, Russia, and Vietnam are subjected to forced labor in the construction, agricultural, forestry, manufacturing, and service sectors in the

Czech Republic and also transit through the Czech Republic to other countries in Europe where they are exploited. The majority of identified victims in the country are Czech. Romani women from the Czech Republic are subjected to forced prostitution and forced labor internally and in destination countries, including the UK.

The Government of the Czech Republic fully complies with the minimum standards for the elimination of trafficking. The government increased funding for NGOs providing victim services and enrolled more victims into its program to protect individuals assisting law enforcement. However, law enforcement efforts lagged as authorities initiated fewer prosecutions, achieved significantly fewer convictions, and sentenced only one convicted trafficker to imprisonment. Victims continued to have minimal opportunities to access court-ordered or state-funded compensation.



RECOMMENDATIONS FOR CZECH REPUBLIC:

Vigorously investigate and prosecute suspected offenders of both sex and labor trafficking using the anti-trafficking statute; sentence convicted traffickers commensurate with the gravity of this serious crime; increase training for prosecutors and judges on applying the anti-trafficking statute; improve victims' ability to access court-ordered restitution; train first responders, including labor inspectors, police, and state contracting officers, on labor trafficking victim identification criteria and evolving trends in labor trafficking; enhance collaboration between the labor inspectorate and police on investigating potential labor trafficking cases; conduct large-scale public awareness-raising campaigns, particularly on labor trafficking; and disaggregate data on the type of trafficking involved in law enforcement and victim protection efforts.

PROSECUTION

The government demonstrated weakened law enforcement efforts. The government prohibits all forms of trafficking under Section 168 of its criminal code, which prescribes punishments of up to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government did not disaggregate sex and labor trafficking data. In 2014, police initiated 20 investigations involving 16 suspects, compared with 18 investigations involving 25 suspects in 2013. Authorities prosecuted 16 defendants for trafficking crimes in 2014, a decline from 30 in 2013. During 2014, Czech courts convicted six traffickers, a decline from 19 convictions in 2013. Only one of the six convicted traffickers received a prison term. Forced labor prosecutions were hampered by judges' inability to differentiate between fraud cases and trafficking involving psychological coercion. Czech authorities collaborated with foreign governments on three transnational investigations.

The organized crime branch of the Czech police maintained a specialized anti-trafficking unit that trained 220 police officers, labor inspectors, and other officials in 2014. Authorities reported the need for better collaboration between the police and labor inspectors, as well as enhanced training for inspectors on labor trafficking indicators. Observers reported prosecutors and judges pursued trafficking cases unevenly due to lack of familiarity with the law or preference to prosecute traffickers for non-trafficking crimes. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government strengthened victim protection efforts. The Ministry of Labor and Social Affairs provided 5,313,000 koruna ($208,000) in 2014 to NGOs providing care for trafficking victims, a 10 percent increase from 2013. Government-funded NGOs provided services to approximately 99 victims in 2014, at least 60 of whom were newly identified in 2014, compared with at least 37 newly identified victims in 2013. Authorities provided victims with a 60-day reflection period, in which victims received care and determined whether to cooperate with law enforcement. The Ministry of Interior (MOI) continued to fund its witness support program, which provided funding to NGOs caring for adult victims willing to cooperate with law enforcement. In 2014, 43 victims entered the program, an increase from 23 in 2013. As in 2013, the MOI made available 2 million koruna ($78,500) to support NGOs assisting victims enrolled in the witness support program as well as NGOs' trafficking prevention projects. Identified child victims received care outside of the MOI's program through publicly funded NGOs that provided shelter, food, clothing, and medical and psychological counseling.

Police reported identifying 67 victims in 2014, compared with 57 in 2013. Foreign victims who cooperated with investigators received temporary residence and work visas for the duration of the relevant legal proceedings. Upon conclusion of the court proceedings, victims could apply for permanent residency; one victim received permanent residency in 2014, compared with two in 2013. Victims were eligible to seek court-ordered compensation from their traffickers, though such restitution was rare, as victims often feared retribution from their traffickers during criminal cases and could not afford attorney fees for a civil suit. The government does not maintain a compensation fund for victims subjected to trafficking within the country. There were no reports the government penalized identified victims for unlawful acts committed as a direct result of being subjected to trafficking.

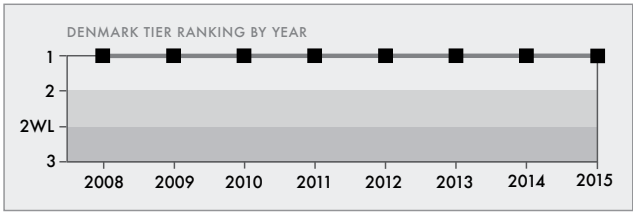
PREVENTION

The government maintained prevention efforts. The interior minister chaired an inter-ministerial body that coordinated national efforts and worked to implement the 2012-2015 national action plan. A unit in the MOI served as the national rapporteur and prepared a comprehensive annual report on patterns and programs, which it released publicly. The government continued to fund an NGO-run hotline to identify victims of trafficking and domestic violence; in 2014, the hotline received approximately 600 phone calls. The government provided trafficking-specific training for approximately 45 consular officers. The government provided anti-trafficking training or guidance for its diplomatic personnel. The government demonstrated efforts to reduce the demand for commercial sex acts, including awareness-raising efforts. The Czech Republic became a party to the 2000 UN TIP Protocol in December 2014.

DENMARK: Tier 1

Denmark is primarily a destination country for men, women, and children subjected to forced labor and sex trafficking from Africa, Southeast Asia, Eastern Europe, and Latin America. Migrants working in agriculture, domestic service, restaurants, hotels, and factories are subjected to labor trafficking through debt bondage, withheld wages, abuse, and threats of deportation. Unaccompanied migrant children are vulnerable to sex trafficking and forced labor, including theft and other forced criminality. Copenhagen's relatively small red-light district represents only a portion of the country's larger commercial sex trade, which includes sex trafficking in brothels, bars, strip clubs, and private apartments.

The Government of Denmark fully complies with the minimum standards for the elimination of trafficking. During the reporting period, law enforcement authorities collaborated with foreign counterparts to convict more traffickers, including through the country's first use of a criminal code section that provides more stringent penalties for convicted traffickers. The government also continued to identify victims and fund service providers. However, the government's default approach to protecting victims without EU residency was to repatriate victims to their countries of origin. While an asylum process existed to protect victims who face retribution in their countries of origin, only four victims have ever been granted asylum, despite the government officially identifying more than 200 victims in the last three years. No other residence permit exists for trafficking victims, and a 2013 amendment that gave authorities the ability to stay deportation in order for victims to assist in an investigation has never been used. The effective lack of alternatives from removal impedes the ability of law enforcement to pursue traffickers and leaves victims vulnerable.



RECOMMENDATIONS FOR DENMARK:

Pursue a more victim-centered approach to trafficking by increasing incentives for victims to cooperate in the prosecution of traffickers, including by providing temporary residency to victims while they assist law enforcement; provide all victims legal alternatives to their removal to countries where they face retribution or hardship, such as through a broader application of asylum status; vigorously prosecute trafficking offenses, and convict and sentence sex and labor traffickers; sentence traffickers to imprisonment commensurate with the serious nature of the offense; investigate why few trafficking cases are prosecuted compared with the number of victims identified; take measures to prevent potential victims from being re-victimized, treated as offenders, or detained; amend Danish law to ensure trafficking victims can be considered under a specific legal category exempting them from punishment for all crimes committed as a direct result of being subjected to trafficking; expand law enforcement efforts to proactively identify and expeditiously transfer potential trafficking victims from police or immigration custody to crisis centers; and build on efforts to refer potential trafficking victims with illegal status to crisis centers instead of first remanding them to police custody or detention, to facilitate trust and increase identification among this vulnerable group.

PROSECUTION

The government made progress in law enforcement efforts, although the inadequate efforts to incentivize victims to assist in investigations and prosecutions impeded these efforts. Denmark prohibits all forms of trafficking through Section 262(a) of its criminal code, which prescribes punishments of up to 10 years' imprisonment; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Authorities investigated 12 reported cases of trafficking in 2014, a decrease from 13 reported cases in 2013. In 2014, the government initiated prosecutions of 15 sex trafficking suspects, a decrease from 16 in 2013. Courts convicted nine sex traffickers in 2014, and two additional 2014 trafficking convictions were still pending appeal, compared with three total convictions in 2013. For the first time, the government used Section 262(a) to convict two traffickers; the case was pending appeal at the close of the reporting period. Sentences for the convicted traffickers ranged from 18 months to 36 months' imprisonment. Authorities reported extensive cooperation with foreign law enforcement counterparts in achieving the convictions secured in 2014. Although a 2013 amendment to the Aliens Act allowed authorities to request trafficking victims without legal status in Denmark be provided with temporary residency to assist law enforcement and testify in a trial, authorities did not use this provision in 2013 or 2014. Country experts reported few trafficking cases are brought to trial in Denmark because of the lack of incentives for victims to participate in the investigation of their traffickers. Police receive instruction on trafficking at the police academy and again during their first year on the job. The government did not report any investigations, prosecutions, or convictions of government officials complicit in trafficking offenses.

PROTECTION

The government continued strong efforts to identify victims and fund care providers, but victim protection efforts were impeded by an overemphasis on foreign trafficking victims' illegal presence and repatriation. The government did not implement efforts to provide alternatives to victims' removal, resulting in few protections for victims who faced harm and retribution in their countries of origin. While the government reported asylum or humanitarian residence permits could be used as alternatives to removal for victims who lacked legal status in Denmark, trafficking victims could not qualify for these provisions or receive these protections solely on the basis of being subjected to trafficking crimes in Denmark. The government required victims to prove they were persecuted in their home countries on the basis of Refugee Convention grounds. In 2014, the government approved two asylum applications out of the 22 trafficking victims who applied; authorities granted two victims asylum in 2013.

The government continued to offer trafficking victims a 120-day "extended time limit for departure" as part of its prepared return program for trafficking victims ordered to leave Denmark; the prepared return gave victims a specified period of time to receive services before their eventual deportation. Regional anti-trafficking experts, including the Council of Europe, emphasized this period does not refer to a period of reflection and recovery necessary to determine whether or not victims will cooperate in the investigation of their cases; rather it is a period of time the

victims have to cooperate in their repatriation. In 2014, eight of the 71 identified trafficking victims accepted a prepared return, compared with 11 in 2013. Few victims agreed to participate in the program, reportedly based on the perception it was merely a preparation for deportation. Victims' debt bondage to their traffickers served as a significant deterrent from accepting the prepared return.

In 2014, the government identified 71 victims, compared with 76 in 2013. These victims included six victims of forced labor and six children. Police referred 48 victims to care. Nine asylum seekers were identified as trafficking victims and referred to care. Authorities did not officially identify any Danish victims in 2014, though authorities reported having done so in the past and acknowledged other cases may have gone undetected. When police suspected they had a victim in custody, they could call government anti-trafficking experts to join the police questioning and explain the victim's rights. However, one observer reported police officers' *de facto* standard procedure when encountering cases of prostitution was to check individuals' immigration documents and deport those that had entered Denmark illegally, regardless of whether officers had detected indicators of trafficking. NGOs noted the onus of victim identification remained on trafficking victims, particularly if the identification efforts occurred in detention settings during Denmark's 72-hour limitation for charging an individual with a crime. The government funded NGOs to provide victim care services, including medical, psychological, and legal assistance. Victims could apply for compensation through a state fund and through a civil suit against their traffickers; however, no victim pursued these in 2014.

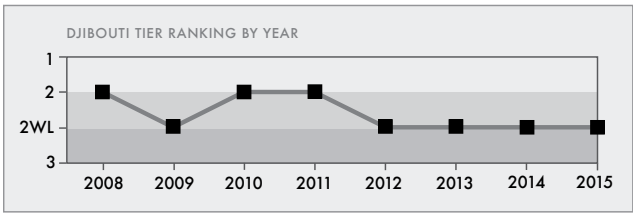
PREVENTION

The government sustained efforts to prevent trafficking. Authorities developed a 2015 to 2018 national action plan with input from NGOs; the plan was in the process of being approved at the close of the reporting period. The plan suggested allocating 7 million krone ($1 million) for improving trust between victims and public officials. Authorities conducted a public information campaign aimed at increasing awareness of sex and labor trafficking and operated a hotline for trafficking cases. Authorities continued to train tax inspectors and labor inspectors on labor trafficking identification. The government did not take measures to reduce the demand for prostitution and forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel.

DJIBOUTI: Tier 2 Watch List

Djibouti is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Over 90,000 men, women, and children from Ethiopia, Somalia, and Eritrea are estimated to have transited through Djibouti as voluntary and undocumented economic migrants *en route* to Yemen and other locations in the Middle East; experts reported an increase of children, younger than in previous years, migrating through Djibouti. An unknown number of these migrants are subjected to forced labor and sex trafficking upon arrival in these destinations. During their time in Djibouti, which may last for extended periods, this large migrant population, including foreign street children, is vulnerable to various forms of exploitation, including human trafficking. Some Djiboutian and migrant women and girls fall victim to domestic servitude or sex trafficking in Djibouti City, the Ethiopia-Djibouti trucking corridor, or Obock, the preferred departure point for Yemen. Some migrants intending to be smuggled may be moved or detained against their will and endure beatings and abuse within Djibouti. Smuggling networks, including Djiboutians and Djiboutian residents, may charge exorbitantly high rents or kidnap and hold migrants, including children, for ransom—increasing their vulnerability to trafficking and debt bondage; reports indicate some migrant women were subjected to domestic servitude and forced prostitution in Djibouti to pay these ransoms. In addition, ransoms are, at times, paid by traffickers based in Yemen or Saudi Arabia, who reportedly intend to exploit migrants or sell women into prostitution or domestic servitude upon their arrival there. Some of Djibouti's older street children reportedly act as pimps of younger children. Street children—including those from Djibouti, Ethiopia, and Somalia—are sometimes forced by their parents or other adult relatives to beg as a source of family income; children may also be recruited from foreign countries for begging in Djibouti. Children are vulnerable to forced labor as domestic servants and coerced to commit petty crimes, such as theft.

The Government of Djibouti does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has not shown evidence of increasing efforts to address human trafficking compared to the previous year; therefore, Djibouti is placed on Tier 2 Watch List for a fourth consecutive year. Djibouti was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking, and it has committed to devoting sufficient resources to implement that plan. During the year, the government demonstrated continued interest in combating trafficking—most evident in the government's completion of an extended national action plan through 2020. The government continued its partnership with IOM, which included joint trainings of officials and the publication of awareness-raising materials in 2014. The government identified three trafficking victims in 2014 and maintained its provision of basic healthcare to undocumented migrants, but remained limited in its ability to recognize or identify and protect migrants who were victims of human trafficking in Djibouti in part because of resource constraints. The government punished the one trafficker convicted in 2014 with a suspended sentence—an inadequate deterrent to trafficking crimes—and failed to investigate or initiate prosecutions for any sex trafficking crimes during the year.



RECOMMENDATIONS FOR DJIBOUTI:

Implement the national action plan; when implementing anti-trafficking laws, identifying victims, and combating trafficking generally, use a broad definition of trafficking in persons consistent with the 2000 UN TIP Protocol that does not rely on evidence of movement, but rather on exploitation of the victim; work

with judges, prosecutors, and police to clarify the difference between cases of human trafficking and alien smuggling; enforce the anti-trafficking laws through investigation and prosecution of trafficking offenders, especially those responsible for child prostitution, domestic servitude, or other forced labor offenses, and provide data on convictions and sentences of trafficking offenders; institute a module on human trafficking as a standard part of the mandatory training program for new police and border guards; establish policies and procedures for government officials—including law enforcement, health, and social welfare officers—to identify proactively and interview potential trafficking victims and transfer them to care; expand mechanisms for providing protective services to victims, possibly through the forging of partnerships with NGOs or international organizations; form partnerships with local religious leaders, encouraging them to educate their congregations about trafficking; and launch a nationwide anti-trafficking awareness campaign.

PROSECUTION

The government made minimal law enforcement efforts to address human trafficking crimes. Djibouti's Law 210, Regarding the Fight Against Human Trafficking, enacted in December 2007, prohibits both forced labor and sex trafficking but does not adequately distinguish between human trafficking and alien smuggling. It provides for the protection of victims regardless of ethnicity, gender, or nationality, and prescribes penalties of two to five years' imprisonment, penalties which are sufficiently stringent, but not commensurate with those prescribed for other serious crimes, such as rape. Law 111, Regarding the Fight Against Terrorism and Other Serious Crimes of 2011, increased penalties to 10 years' imprisonment for human trafficking crimes and adequately defines the crime in line with international law.

The government reported its conviction of one trafficker in 2014. In this case, the courts convicted a woman of trafficking in persons and aiding illegal migrants under Law 210 for aiding three non-Djiboutian women across the border into Djibouti, where she held the women against their will, forced them into jobs, and withheld their wages. The trafficker received a 24-month suspended sentence and served no time in prison, an ineffective deterrent to trafficking crimes. A judge ordered the trafficker to repay the wages she withheld from each victim. The government did not investigate or initiate prosecutions of other forced labor cases or any sex trafficking offenses during the reporting period. The labor inspectorate did not investigate any child labor infractions or refer any cases to law enforcement authorities in 2014. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. The government did not provide anti-trafficking training to law enforcement personnel during the reporting period. In March 2015, the prime minister hosted a technical meeting to increase international cooperation on trafficking issues; senior Djiboutian officials and those from Ethiopia, Somalia, Tanzania, Uganda, Kenya, Australia, India, and Sri Lanka participated in the meeting.

PROTECTION

Government efforts to protect victims of trafficking remained inadequate; it identified three adult female trafficking victims associated with the case who were prosecuted during the reporting period. While efforts to encourage victims to participate in the prosecution of their traffickers remained lacking in 2014, the judge overseeing the one trial heard during the year assured victims they would not be deported or harmed and provided them modest support. However, the government did not provide shelter, medical care, or counseling to these or any other victims of trafficking in 2014. It lacked a formal system to proactively identify victims of trafficking among high-risk populations, such as undocumented immigrants and persons in prostitution. Official round-ups, detentions, and deportations of non-Djiboutian residents, including children, remained routine. Among undocumented foreigners, the government focused on identifying their country of origin and deporting them; it did not consistently screen this population for trafficking victimization. However, the *gendarmes* reportedly increased coordination with an international organization to transfer voluntary economic migrants, including potential victims of trafficking, to either medical facilities or the Migrant Response Center, as needed. The government provided funding for local Djiboutian NGOs, which operated counseling centers and other programs that may have assisted trafficking victims. The government detained street children, including potential trafficking victims, following sweeps to clear the streets in advance of holidays or national events; after detention, if identified as Ethiopian or Somali, immigration officials transported the children to Ali Sabieh, near the Ethiopian border, and abandoned them there, leaving them vulnerable to potential re-trafficking. At the same time, in partnership with an international organization, the government provided training to senior officials on protection approaches for vulnerable and trafficked migrant children traveling through the country and larger Gulf of Aden. Although the government implemented a program to grant residency status to undocumented Ethiopian migrants, a population vulnerable to trafficking in Djibouti, it did not formally offer foreign trafficking victims legal alternatives to removal to countries where they may face hardship or retribution. The Ministry of the Interior, the agency responsible for protection of refugees, and the Ethiopian embassy collaborated on the voluntary return of 600 Ethiopians from Djibouti in 2014, some of whom may have been trafficking victims.

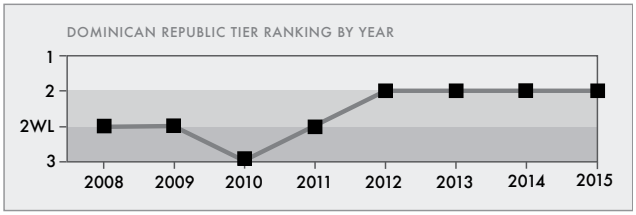
PREVENTION

Although the government updated and extended its national action plan through 2020, tangible efforts to prevent trafficking were minimal overall. In coordination with the government, an international organization distributed awareness-raising materials—targeting prospective migrants and those in transit—which covered the differences between trafficking and smuggling, the dangers of irregular migration, and provided phone numbers for emergency services in Djibouti. The anti-trafficking working group led by the Ministry of Justice continued to lead anti-trafficking efforts during the year; however, the lack of ministerial coordination across the government to combat this crime continued to be a concern. The government reportedly arrested clients of women in prostitution, but did not take any other known measures to reduce the demand for commercial sex acts or make efforts to minimize the demand for forced labor. It provided Djiboutian troops with anti-trafficking training prior to their deployment abroad on international peacekeeping missions, though such training was conducted by a foreign donor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

DOMINICAN REPUBLIC: Tier 2

The Dominican Republic is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Large numbers of Dominican women and children are subjected to sex trafficking throughout the Dominican Republic, the Caribbean, Europe, South and Central America, the Middle East, Asia, and the United States. Commercial sexual exploitation of local children by foreign tourists and locals persists, particularly in coastal resort areas of the Dominican Republic. NGO research indicates sex trafficking of 15- to 17-year-old girls occurs in the street, parks, and on beaches. Traffickers lure Dominican and foreign women to work in night clubs in the Middle East, the Caribbean, and Latin America and subject them to sex trafficking. Dominican officials and NGOs have documented cases of children forced into domestic service, street vending, begging, agricultural work, construction, and moving of illicit narcotics. There are reports of forced labor of adults in construction, agricultural, and service sectors. Vulnerable populations include working children and street children, migrant workers, and undocumented or stateless persons of Haitian descent. NGOs and people in prostitution report police complicity and abuse of people in prostitution, including in areas known for child sex trafficking.

The Government of the Dominican Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government prosecuted an increased number of labor and sex trafficking defendants and punished offenders with imprisonment. The government referred more victims to care in 2014 and sustained efforts aimed at preventing human trafficking. The government, however, continued to lack trafficking-specific victim assistance. The government began implementing a naturalization law that provides a path to citizenship for persons affected by the 2013 Constitutional Tribunal ruling, but a sizeable group may be left without legal status, increasing their vulnerability to trafficking. The government reported no new investigations, prosecutions, or convictions of officials complicit in trafficking.



RECOMMENDATIONS FOR THE DOMINICAN REPUBLIC:

Vigorously prosecute trafficking offenses and convict and punish offenders involved in forced labor and sex trafficking, especially complicit government employees; continue robust victim identification efforts by working with NGOs to guide labor officials in how to identify trafficking victims (especially adult and child victims in the sex trade and in the agriculture and construction sectors) and refer them to available services; adequately fund specialized services for adult and child trafficking victims; work with NGOs to provide adequate shelter and services to adult and child victims; screen those affected by new migration policies for trafficking indicators and assist identified victims; and implement a forced labor and sex trafficking awareness campaign in Spanish and Creole.

PROSECUTION

The government sustained law enforcement efforts by investigating, prosecuting, and convicting traffickers; however, official complicity remained a serious concern. Law 137-03 of 2003 prohibits all forms of human trafficking and prescribes penalties of up to 20 years' imprisonment with fines—penalties sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In 2014, the government initiated investigations of 28 new trafficking cases and prosecuted 32 alleged traffickers. Prosecutions involving 25 defendants in ongoing cases for forced labor, sex trafficking, forced begging, and practices analogous to slavery continued. In 2013, the government initiated 29 investigations and 36 prosecutions of 69 defendants. The government convicted a total of 10 traffickers in seven cases: two traffickers on forced begging charges with sentences of two years' imprisonment; six sex traffickers with sentences ranging from two to 30 years' imprisonment; two labor traffickers with sentences ranging from three to five years' imprisonment; and two traffickers for forced begging with sentences of two years' imprisonment. This is an increase from nine traffickers convicted in 2013.

The attorney general's human trafficking office provided technical assistance to prosecutors in the effective protection of victims and witnesses. Nonetheless, police failed to recognize potential child sex trafficking victims and, in some cases, physically and sexually abused child victims during law enforcement operations. The government reported a police officer was in pre-trial detention at the end of the reporting period while awaiting trial for participating in a sex trafficking ring that involved child victims. The government did not report any new investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. The government cooperated with governments in South America on investigations of transnational trafficking cases. Government officials provided training for judges, prosecutors, police officers, immigration officers, and military personnel on the fundamentals of human trafficking, investigating cases, and interviewing witnesses.

PROTECTION

The government increased victim protection efforts. Authorities identified 99 trafficking victims including 63 sex trafficking victims, one forced labor victim, 29 forced begging victims, two victims of forced criminality, and three victims where the purpose of exploitation was unclear. Eighty-three victims were Dominican and 16 were foreign nationals, 73 were female and 26 male, and 81 were children and 18 adults. This is an increase from the 60 victims identified in 2013. The government issued two new government-wide protocols, one for adults and one for youth and children, aimed at helping officials identify victims and refer them to government trafficking specialists. The government reported referring 52 victims to care facilities for assistance compared with 12 victims in 2013; it was unclear why the other 47 identified victims were not referred for services. NGOs noted that although the government provided some assistance to victims, it did so in an *ad hoc* manner and funding for victim assistance, as well as security and staffing in shelters, was inadequate. The government provided limited legal services and psychological assistance to victims while donor-funded international organizations, faith-based groups, and NGOs provided more comprehensive services and temporary accommodation in general shelters for crime victims.

The government's national council for children, with a budget of 6.8 million Dominican pesos (RD) ($155,000), operated eight shelters for abused children that could provide care to trafficking victims; these shelters assisted 95 victims in 2014. The anti-trafficking law contains victim protection provisions, including restitution; one labor trafficking victim obtained restitution of RD 883,000 ($20,000).

The government lacked a formal policy and resources to encourage victims' participation in the investigation and prosecution of traffickers, but provided housing, immigration relief, and accompaniment to court to at least five victims. Government policy provided temporary residency for foreign victims. Authorities granted a one-year visa to a foreign labor trafficking victim; it was not clear if the other 15 foreign victims were offered this option. The president issued a new plan, active until June 15, 2015, that gives undocumented migrants the opportunity to obtain legal status in the country. As of March 2015, an estimated 170,000 migrants had applied, but only 230 had received legal status. Concurrently, international observers, including the Inter-American Court of Human Rights, stated that a 2013 Constitutional Tribunal ruling denying Dominican nationality to anyone born to undocumented foreign nationals violated the human rights of persons born in the Dominican Republic to undocumented migrant parents, which effectively rendered thousands of Dominicans of Haitian descent at risk of statelessness and subject to deportation. These conditions made them vulnerable to exploitation in forced labor and sex trafficking. Authorities, in coordination with NGOs, facilitated repatriation of at least 29 foreign trafficking victims to Asia, the Caribbean, Europe, the Middle East, and South America. While there were no official reports of victims being punished for unlawful acts committed as a direct result of being subjected to trafficking, undocumented Haitian victims faced the risk of deportation and other penalties resulting from their irregular immigration status.

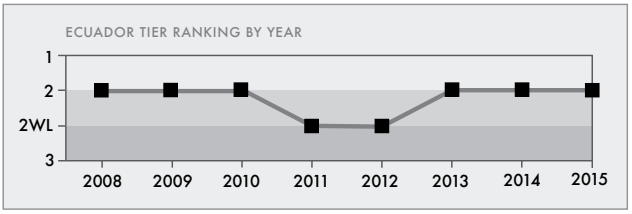
PREVENTION

The government sustained prevention efforts. Officials continued to implement the 2009-2014 national anti-trafficking action plan, held a workshop to evaluate progress, and begin drafting an updated plan. NGOs reported uncoordinated and underfunded implementation of the existing plan. In partnership with and with funding from an international organization, the government initiated a baseline study of the judicial system's handling of child sex trafficking cases. The government did not have a nationwide anti-trafficking awareness campaign, but continued its campaign to educate Dominican nationals living abroad about trafficking by distributing brochures. The government operated a national hotline and received 232 reports of human trafficking cases and gender-based violence in 2014. Dominican officials exchanged information with foreign counterparts to assist in holding fraudulent labor recruiters accountable, including an individual apprehended upon arrival from Trinidad and Tobago. The government provided anti-trafficking training for its diplomatic personnel. Dominican officials, in coordination with international organizations, NGOs, and business associations, continued to engage in efforts to address commercial sex tourism. The government investigated, prosecuted, and sustained convictions in sex tourism cases; however the exact numbers were not known as the government did not provide data disaggregating cases of sex tourism from other sexual exploitation cases.

ECUADOR: Tier 2

Ecuador is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Ecuadorian men, women, and children are exploited in sex trafficking within the country, as well as in domestic servitude, forced begging, and forced labor, primarily in agriculture, as well as in the informal sector. In some regions, local gangs are involved in sex trafficking. Indigenous and Afro-Ecuadorians, as well as Colombian refugees and migrants, are particularly vulnerable to human trafficking. Traffickers recruit children from impoverished indigenous families under false promises of employment; these children are forced to beg or to work as domestic servants, in sweatshops, or as street and commercial vendors within Ecuador or in other South American countries. Ecuadorian children are subjected to forced labor in criminal activity, such as drug trafficking and robbery. An illegal armed group reportedly has attempted to recruit Ecuadorian children along the northern border with Colombia. Ecuadorian women and children are exploited in forced labor and sex trafficking abroad, including in other South American countries, the United States, and Europe. Ecuador is a destination for Colombian, Peruvian, Paraguayan, and Cuban women and girls exploited in sex trafficking, domestic servitude, and forced begging. Ecuadorian citizens may be vulnerable to forced labor on palm oil plantations. In 2014, U.S. officials arrested a U.S. citizen for attempting to facilitate child sex tourism in Ecuador. Corrupt Ecuadorian officials allegedly alerted traffickers prior to some law enforcement operations and ignored sex trafficking in commercial sex sites, and some local authorities issued falsified business licenses to brothels.

The Government of Ecuador does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities maintained efforts to convict traffickers and continued to provide funding for food and emergency services for trafficking victims and shelter for girl trafficking victims. Average sentences for traffickers increased. Specialized services were unavailable in most of the country for female and male victims. Identification of potential victims significantly decreased. Official complicity in trafficking remained a challenge. Authorities' failure to finalize a new anti-trafficking plan meant government agencies did not have adequate resources to implement anti-trafficking efforts.



RECOMMENDATIONS FOR ECUADOR:

Strengthen the provision of specialized care services for trafficking victims, including for adults, in partnership with civil society organizations through increased funding; amend anti-trafficking statutes so they do not penalize non-trafficking crimes in order to bring them in to compliance with the 2000 UN TIP Protocol; increase efforts to investigate and prosecute trafficking offenses and convict and punish traffickers, particularly for cases involving adult trafficking victims; hold criminally accountable public officials complicit in trafficking; develop and implement procedures for

identifying trafficking victims among vulnerable populations, such as children and adults in prostitution or child and migrant workers; implement procedures to ensure identified victims are referred to care services; increase anti-trafficking training for police officers, judges, labor inspectors, immigration officials, social workers, and other government officials, particularly to enhance victim identification; issue and implement guidelines to ensure officials consistently offer foreign victims legal alternatives to removal; and enhance data collection and interagency coordination.

PROSECUTION

The government maintained law enforcement efforts. In August 2014, a new criminal code came into effect that increases the penalties for trafficking crimes and penalizes a range of activities it defines as exploitation, including those prohibited in the 2000 UN TIP Protocol; however, it is overly broad and includes as exploitation all child labor, illegal adoption, and begging. Article 91, entitled "trafficking", defines the crime by reference to acts undertaken for exploitation—broadly defined to include not only sex and labor trafficking, but also illegal adoption; the sale of tissues, fluids, and genetic materials of living persons; and all child labor. Penalties under this article range from 13 to 16 years' imprisonment. The new code also separately penalizes forced prostitution (Article 101), as well as forced labor and other forms of exploitative labor (Article 105), including all labor of children younger than 15 years of age. Penalties under Article 101 are 13 to 16 years' imprisonment, while penalties for forced labor under Article 105 are 10 to 13 years' imprisonment—less than the penalties for forced labor under Article 91. The new criminal code allows for enhanced law enforcement investigation techniques for human trafficking, such as undercover investigations and wire-tapping. The penalties for trafficking crimes under the new penal code are sufficiently stringent. The previous penal code prescribed punishments of six to nine years' imprisonment for labor trafficking and eight to 12 years' imprisonment for sex trafficking.

Data collection on anti-trafficking law enforcement efforts was uneven. The anti-trafficking and human smuggling police unit reported conducting 19 anti-trafficking operations in 2014, while police dealing with crimes against children conducted 84 operations against child sexual exploitation in clubs and brothels involving 56 children. Prosecutors did not report the number of prosecutions begun in 2014, due to their privacy concerns based on interpretations of Ecuadorian law. In 2013, police referred 145 possible trafficking cases to prosecutors, and authorities initiated prosecutions of 95 alleged traffickers. Authorities convicted 20 traffickers in 2014; at least four convictions were for labor trafficking. Sentences ranged from four to 16 years' imprisonment. This compares with 14 sex traffickers and five labor traffickers convicted in 2013. The anti-trafficking and human smuggling police unit in Quito focused on cases involving adult victims, while police units for crimes against children investigated cases of child trafficking, sometimes in coordination with specialized anti-trafficking police. The national organized crime prosecutorial unit in Quito handled trafficking cases in partnership with local prosecutors across the country. Limited resources, limited presence in parts of the country, inadequate victim services, bureaucratic delays, and the frequent rotation of specialized police hampered the effectiveness of police and prosecutors. Some officials, particularly judges, demonstrated a lack of knowledge about human trafficking, particularly forced labor. Authorities initiated the prosecution of a police officer for sex trafficking, but reported no convictions of complicit officials in 2014. The government reported no progress on the 2013 prosecution of two active and two former police officers for their involvement in sex trafficking or on the 2012 investigation of a judge for trafficking-related complicity. Authorities provided some anti-trafficking training to police, prosecutors, and other officials, though most specialized training was conducted by an international organization with foreign donor funding. Authorities provided mandatory training on trafficking as part of basic training for judicial police. The government undertook joint trafficking investigations with U.S., Colombian, and Peruvian officials.

PROTECTION

Government efforts to protect trafficking victims remained weak. While the authorities did not report the total number of potential victims identified in 2014, the victim and witness protection program for individuals participating in penal processes (SPAVT) supported 66 victims of trafficking; most were sex trafficking victims. This is a significant decrease from 2013, when police reported identifying 450 potential trafficking victims. Authorities removed children from sites of commercial sexual exploitation, but did not systematically apply procedures to identify adult victims among vulnerable populations, such as women in prostitution. Officials reported difficulty in accessing areas where forced labor possibly occurs, particularly in agriculture. Victim referrals from many officials were often *ad hoc*.

Services for trafficking victims remained limited. SPAVT assisted 66 trafficking victims and six dependents in 2014, providing 45 percent with food and emergency shelter, 31 percent with referrals to temporary shelter with NGOs, and 74 percent with referrals to government entities for general health and education services. This program spent approximately $156,000 on food and lodging for these victims and their dependents between January and September 2014. The Ministry of Economic and Social Inclusion operated one shelter for girls in commercial sexual exploitation but did not report how many victims it assisted in 2014. Authorities provided an undisclosed amount of funding to NGOs caring for child victims of sex and labor trafficking. One shelter for child victims of labor trafficking and other abuse reported receiving approximately 60 percent of its funds from the government, while another NGO received irregular funding from SPAVT for food and accommodation for 25 girl victims of sexual and labor exploitation. In some parts of the country, there were no facilities to house rescued victims. The national government funded no specialized services for adult trafficking victims in 2014 and provided few psycho-social, reintegration, or legal services. Officials assisted in the repatriation of eight Ecuadorian child trafficking victims. Authorities issued a resolution in 2014, granting trafficking victims up to 30 days of reflection to allow them to receive SPAVT protection while deciding if they want to participate in the penal process against their traffickers. Many victims chose not to participate in investigations due to fear of threats, inadequate protections in the witness protection program, or lack of faith in the judicial system. The new penal code states victims are not punishable for the commission of offenses that are the direct result of being subjected to human trafficking. NGOs reported some potential victims may have been deported without being screened for trafficking indicators. Some officials did not respect the confidentiality of trafficking victims and released personal information to the public. There were no specific legal alternatives for foreign victims facing removal to countries in which victims would face hardship or retribution. Authorities reported they could grant temporary or permanent residency to foreign victims, but did not report how many foreign victims received

residency in 2014. NGOs reported some eligible victims were not granted residency, and some foreign victims with irregular migratory statuses had difficulties accessing government-provided services.

PREVENTION

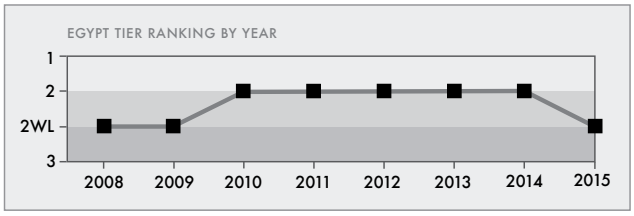
The government sustained prevention efforts. The Ministry of the Interior anti-trafficking sub-directorate coordinated anti-trafficking efforts, although civil society organizations continued to note a lack of coordination between government actors. The government did not finalize a new anti-trafficking action plan, resulting in inadequate funding to conduct anti-trafficking efforts. Authorities conducted awareness campaigns. A provincial government provided some funding to an NGO to conduct prevention activities. The new penal code prohibits sex tourism, but there were no reports of investigations, prosecutions, or convictions of child sex tourists in 2014. The government took actions to reduce the demand for commercial sex acts involving children, including in tourist areas, but did not report efforts targeting the demand for forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel.

EGYPT: Tier 2 Watch List

Egypt is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Egyptian children, including those among the estimated 200,000 to one million street children, are vulnerable to sex trafficking and forced labor in domestic service, begging, and agricultural work. Individuals from the Gulf, including Saudi Arabia, the United Arab Emirates, and Kuwait, purchase Egyptian women and girls for "temporary" or "summer" marriages for the purpose of prostitution or forced labor; these arrangements are often facilitated by the victims' parents and marriage brokers, who profit from the transaction. Child sex tourism occurs primarily in Cairo, Alexandria, and Luxor. In 2011, the government's National Center for Social and Criminological Research found 40 percent of women in jail charged with crimes of prostitution had been forced or coerced into prostitution. An international organization reported in 2013 some Egyptian women were subjected to sex trafficking in Sri Lanka. Egyptian men are subjected to forced labor in construction, agriculture, and low-paying service jobs in neighboring countries. Syrian refugees who have settled in Egypt are increasingly vulnerable to trafficking.

Men and women from South and Southeast Asia and East Africa are subjected to forced labor in domestic service, construction, cleaning, and begging. Indonesians make up the largest number of foreign domestic workers in Egypt, though there has been an observed increase in Sri Lankan domestic workers. Employers use some domestic workers' lack of legal status and employment contracts to threaten arrest and abuse if they escape or complain of poor conditions. Women and girls, including refugees and migrants, from Asia, sub-Saharan Africa, and the Middle East endure sex trafficking in Egypt. From 2011 to 2013, instances of human trafficking, smuggling, abduction, and extortion of African migrants in the Sinai Peninsula occurred at the hands of criminal groups; many of these migrants were forced into sexual servitude or forced labor during their captivity in the Sinai. However, since mid-2013, international organizations observed the flow of these migrants into the Sinai nearly ceased, due in part to an aggressive Egyptian military campaign. Anecdotal reports suggest these criminal groups have relocated from the Sinai to Egypt's western border with Libya; these migrants remain vulnerable to the same abuses inflicted upon them in the Sinai, including trafficking.

The Government of Egypt does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Egypt is placed on Tier 2 Watch List. For the first time, the government conducted a nationwide data call to district courts to gather information on trafficking cases from the last five years to properly allocate training and prioritize trafficking efforts. In addition, the national anti-trafficking hotline call center was operational and its services were expanded. The Egyptian president also publicly acknowledged the vulnerability of Egyptian street children to trafficking and announced the allocation of approximately 100 million Egyptian pounds ($14 million) to address this issue. However, the government did not adequately address the needs of foreign trafficking victims and focused primarily on Egyptian victims. Moreover, it did not provide some shelter services to foreign trafficking victims in 2014. Though the government continued to partner with NGOs and international organizations to identify and refer victims to protective services, it identified a smaller number of trafficking victims in 2014, continuing the decrease from the previous reporting period. Reports indicated many officials—particularly those outside of city centers—failed to systematically identify victims among vulnerable groups, and the government had no procedures to do so. As a result, victims were routinely treated as criminals and punished for unlawful acts committed as a direct result of being subjected to human trafficking. The government prosecuted some traffickers in 2014 but failed to convict any offenders for a second consecutive year; many trafficking cases were settled out of court, failing to adequately punish offenders or serve as a sufficient deterrent to the commission of trafficking crimes.



RECOMMENDATIONS FOR EGYPT:

Significantly increase prosecutions and convictions of all forms of trafficking, and adequately punish offenders; continue to use the national victim referral mechanism to systematically identify and assist trafficking victims among vulnerable groups, including those arrested for prostitution, street children, and foreign migrants; ensure identified trafficking victims are not punished for unlawful acts committed as a direct result of being subjected to human trafficking; expand the scope of protection services, including adequate shelter, and make these services available to all foreign and domestic trafficking victims; encourage trafficking victims to assist in investigations and prosecutions against their traffickers; increase training for all government officials on the anti-trafficking law and victim identification and referral procedures; implement nationwide awareness campaigns; and provide adequate legal protections for domestic workers.

PROSECUTION

The government made limited progress in anti-trafficking law enforcement efforts. Egypt prohibits all forms of human trafficking through its 2010 anti-trafficking law, which prescribes penalties from three to 15 years' imprisonment and fines. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The Child Law includes provisions prohibiting sex trafficking and forced labor of children and prescribes sentences of at least five years' imprisonment, which also are sufficiently stringent and commensurate with those prescribed for other serious crimes. Articles 80 and 89 of Egypt's constitution include provisions prohibiting and criminalizing sex trafficking, compulsory exploitation, and forced labor. For the first time, in 2014, the government conducted a nationwide data call to district courts to gather information on trafficking cases from the last five years. The government reported it conducted 27 potential trafficking investigations, and an international organization reported the government initiated 15 prosecutions under the anti-trafficking law in 2014; however, the government did not provide the details of these cases. The government did not convict any trafficking offenders in 2014. Though prosecutions increased from 2013, the lack of convictions remained a concern. Law enforcement officers lacked understanding of the anti-trafficking law and investigation techniques, while trafficking cases were oftentimes settled out of court, failing to adequately punish trafficking offenders for their crimes. In 2014, the government incorporated anti-trafficking training in *curricula* for newly appointed prosecutors, and—in coordination with an international organization—it provided anti-trafficking trainings for over 1,000 judicial and law enforcement officials throughout 2014. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses.

PROTECTION

The government demonstrated decreased efforts to identify and protect trafficking victims, specifically refusing to provide some services to foreign victims. The government identified and assisted 68 victims in 2014, of which 44 were male and 22 were female, subjected to physical, mental, or sexual abuse. This represents a significant and ongoing decrease from the previous two reporting periods in which the government identified 173 victims in 2013 and 277 in 2012. Though the government continued to coordinate with NGOs to identify and refer victims to protection services, it did not adopt written procedures to guide officials in the proactive identification of trafficking victims among vulnerable populations, including domestic workers—who were not covered under labor laws—street children, foreign migrants, and women and girls in prostitution. The national victim referral mechanism, which included counseling and legal assistance to those who called the national anti-trafficking hotline, lacked clear standard operating procedures, and many officials failed to utilize the mechanism. Furthermore, police were reportedly reluctant to refer victims to shelter services. The lack of trafficking awareness among police, security, and judicial officials outside of urban areas contributed to the lack of victim identification and referral to protection services, as well as punishment of victims for unlawful acts committed as a direct result of being subjected to human trafficking. As in the previous reporting period, authorities often treated unidentified trafficking victims as criminals, prosecuting them on charges of prostitution, robbery, or immigration violations. However, unlike in the previous reporting period, as of early 2015, the government was not holding any African migrants in Egyptian detention centers in the Sinai. In addition, in September 2014, Egyptian authorities identified four Nigerian females as trafficking victims after they had been initially arrested and properly referred them to shelter services.

The government's provision of protection services to foreign victims, including shelter, declined. International organizations observed a decrease in the attention authorities paid to appropriately assisting foreign trafficking victims; in some instances, authorities refused provision of shelter services to foreign victims. The government jointly operated a shelter with an international organization, which was designated for female and child trafficking victims and offered medical, psychological, legal, vocational, and repatriation assistance. Despite this, the international organization reported the shelter's quality of care for foreign victims was so poor it temporarily shut down parts of the shelter twice in 2014 and victims were inadequately housed in the remaining space of the shelter. The shelter reportedly assisted 19 trafficking victims, 16 of whom were foreign and three children. The Ministry of Health, with international assistance, operated a medical recovery unit for foreign and domestic, male and female trafficking victims at a Cairo hospital; however, the government did not report its use of this unit to assist any victims in 2014, a significant decrease from the 68 victims it assisted in 2013.

Though the government relied on international organizations and civil society to fund victim assistance, it did not—in turn—provide financial assistance or support to these organizations, presenting an obstacle in their ability to offer continued provision of protective services to trafficking victims. In the absence of adequate protection services, some victims sought refuge at their respective embassies. The government rarely granted temporary residency to foreign trafficking victims and expected victims to request this option on their own without providing them adequate guidance on the procedures to do so. The government assisted in the repatriation of nine trafficking victims, yet the victims were required to pay exit fees during the repatriation proceedings; the government failed to provide relief from such penalties. Some foreign trafficking victims were not offered legal alternatives to removal to countries in which they faced hardship or retribution.

PREVENTION

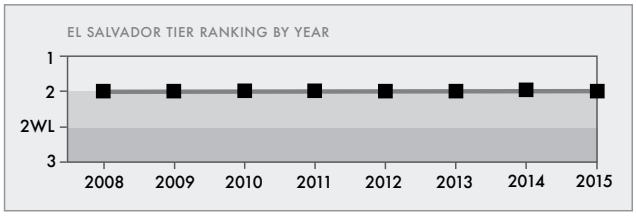
The government made uneven efforts to prevent human trafficking. In February 2015, President Abdel Fattah Al-Sisi publicly acknowledged the growing problem of street children and announced the allocation of approximately 100 million Egyptian pounds ($14 million) to combat the issue; however, it was unclear to relevant ministries how this funding was to be allocated for anti-trafficking measures. The government continued to implement its national anti-trafficking action plan. Under this plan, the government partnered with an international organization to improve data collection and combat trafficking among street children and domestic workers. In 2014, the government conducted a series of research studies on trafficking in Egypt and held online awareness campaigns, yet these campaigns only reached a small portion of Egyptian society. The government operated and fully-staffed a telephone hotline to report trafficking abuses, which reportedly was responsible for referring an unknown number of trafficking victims in 2014. The government also expanded the hotline in 2014 to include on-call counselors and an online referral team. The government proposed the establishment of a database to collect trafficking data and cases, but it was not implemented by the end of the reporting period. The government did not report if the Ministry of Manpower and Migration inspectors, trained to

investigate employers suspected of child labor or trafficking crimes, identified any trafficking cases during routine inspections in 2014. The government did not make efforts to reduce the demand for commercial sex acts or forced labor, and it did not raise awareness of the problem of child sex tourism. The government offered anti-trafficking training for Egyptian troops before deploying them on international peacekeeping missions. The government provided anti-trafficking training or guidance for its diplomatic personnel.

EL SALVADOR: Tier 2

El Salvador is a source, transit, and destination country for women, men, and children subjected to sex trafficking and forced labor. Women, men, and children, including LGBT persons, are exploited in sex trafficking within the country. Salvadoran adults and children are subjected to forced begging and forced labor in agriculture and domestic service. Some men, women, and children from neighboring countries—particularly Nicaragua, Guatemala, and Honduras—are subjected to sex trafficking, domestic servitude, or forced labor in construction or the informal sector. Gangs subject children to forced labor in illicit activities, including selling or transporting drugs. Salvadoran men, women, and children are subjected to sex trafficking and forced labor in Guatemala, Mexico, Belize, and the United States. Media and government officials report organized criminal groups, including transnational criminal organizations, are involved in trafficking crimes. Some Salvadorans who irregularly migrate to the United States are subjected to forced labor, forced criminal activity, or sex trafficking *en route* or upon arrival. Some Latin American migrants transiting El Salvador *en route* to Guatemala and North America are subsequently exploited in sex or labor trafficking. Corruption, particularly among the judiciary, remained a significant obstacle to law enforcement efforts. In 2014, media reported several public officials—including legislators, political party officials, and a mayor—purchased commercial sex acts from trafficking victims. Prison guards and justice officials have been investigated for trafficking-related complicity.

The Government of El Salvador does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities continued to investigate and prosecute child sex trafficking crimes and provide services to some girls subjected to sex trafficking. The government enacted new legislation that increased penalties for human trafficking offenses and codified an institutional framework for addressing these crimes; however, its definition of human trafficking is inconsistent with international law. Victim services for adults, boys, and LGBT victims were inadequate. Efforts to investigate labor crimes remained weak. The government's failure to conduct a thorough, transparent investigation into allegations that government officials facilitated trafficking in 2014, or to initiate prosecutions following such investigations in previous years, undermined overall efforts to combat trafficking.



RECOMMENDATIONS FOR EL SALVADOR:

Provide comprehensive protection services for all trafficking victims, including adults and boys, and increase funding for specialized services; strengthen efforts to proactively investigate and prosecute trafficking offenses, and to convict and sentence traffickers, especially for forced labor; conduct thorough and transparent criminal investigations and prosecutions of alleged government complicity in trafficking offenses and convict and sentence complicit officials; amend the 2014 anti-trafficking law to include a definition of human trafficking consistent with international law; implement procedures for the proactive identification of victims among vulnerable groups, including children apprehended for illicit gang-related activities and irregular migrants returning to El Salvador; enforce laws punishing local brokers for illegal practices that facilitate trafficking, such as fraudulent recruitment or excessive fees for migration or job placement; continue and increase training for public officials on victim identification and assistance; and strengthen anti-trafficking coordination between different government entities and with civil society organizations, particularly outside the capital.

PROSECUTION

The government continued law enforcement efforts to combat child sex trafficking, but made inadequate efforts to address forced labor; authorities have never prosecuted a labor trafficker. In October 2014, the legislature passed the Special Law Against Trafficking in Persons, which took effect in January 2015. This law replaced Article 367B of the penal code and increased prescribed penalties for human trafficking crimes from four to eight years' imprisonment to 10 to 14 years' imprisonment, which are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. Though it prohibits all forms of human trafficking, the law includes a definition of trafficking that is inconsistent with international law, as it treats force, fraud, and coercion as aggravating factors, rather than essential elements of most trafficking crimes. The government used Article 367B of the penal code to prosecute all cases in 2014. Despite evidence of force or coercion used by gangs to compel children to engage in illicit activities, authorities failed to investigate or prosecute any such crimes as human trafficking.

Data collection remained a challenge. The government almost exclusively investigated and prosecuted child sex trafficking crimes. In 2014, officials opened 53 investigations, but did not report how many, if any, involved labor trafficking. Authorities prosecuted and convicted seven sex traffickers, a decrease from at least 14 suspects prosecuted and 12 offenders convicted in 2013. Offenders convicted in 2014 received sentences ranging from eight to 63 years' imprisonment. Some officials, particularly judges, demonstrated a limited understanding of human trafficking, which impeded efforts to hold traffickers accountable. During the year, the government provided several trainings to police, prosecutors, and judges on investigating trafficking crimes, assisting victims, and ensuring their access to justice. Salvadoran officials provided training to Panamanian officials on strengthening anti-trafficking responses. Authorities cooperated on trafficking investigations with officials from INTERPOL, Guatemala, Honduras, Nicaragua, Mexico, and the United States.

There were media reports that several officials purchased commercial sex acts from trafficking victims. The government opened an investigation into the case, but closed it to public inquiry. Without additional transparency, the thoroughness of the investigation cannot be determined. The government reported

investigating one suspected case of sex trafficking by a public official, but did not provide details. It did not report any developments in a 2012 case of three prison guards arrested for facilitating sex trafficking or a 2009 investigation of trafficking-related complicity by the former head of the prosecutorial anti-trafficking unit. Despite several reports and investigations initiated in previous reporting periods, in 2014, the government did not prosecute or convict any government employees complicit in human trafficking offenses.

PROTECTION

The government maintained efforts to assist female child sex trafficking victims, but services remained inadequate overall. Immigration officials continued efforts to identify possible trafficking victims in border regions; however, the government did not typically employ procedures to proactively identify trafficking victims among vulnerable populations, such as adults in prostitution or migrant workers. In 2014, the government reported identifying 87 victims compared with 84 victims identified in 2013. Those identified included 76 female victims and 11 male victims; 68 victims were children and nine were adults, while the ages of 10 were unknown. Three were victims of forced labor and 10 were non-Salvadoran, all from neighboring countries. The government did not provide statistics on the number of LGBT victims, if any, identified.

Victim referral to services remained uneven, and it was unclear how many victims received specialized services. For example, the government offered no specialized services or shelter to boys, adults, or LGBT victims, and NGOs and officials reported a particular need for shelter, rehabilitation, and mental health services for these populations. The government shelter for female child sex trafficking victims offered psychological and medical care to an unknown number of victims in 2014; as of early 2015, the shelter housed 13 victims—the maximum it could accommodate. Residents of the shelter were required to recount their trafficking experience multiple times to various government entities, highlighting a lack of interagency coordination and leading to re-victimization. Repatriated Salvadoran victims could be referred to services and the police. Authorities made efforts to screen for trafficking indicators among the Salvadorans returned from abroad; however, returnees were often reluctant to communicate with officials about their experiences, and therefore, many victims may have remained unidentified.

Although it reported using procedures to protect victims' identities in court, the government did not provide further witness protection to guard against reprisal from traffickers. In 2014, three convictions included civil compensation awards ranging from $300 to $15,000; however, victims had to work through the civil courts to receive payment, and it is unknown if they received any compensation. Identified trafficking victims generally were not charged, jailed, or penalized for unlawful acts committed as a direct result of being subjected to human trafficking. However, due to the lack of a formal mechanism to screen vulnerable populations, some unidentified victims may have been punished for such crimes. Furthermore, civil society organizations reported the government treated as criminals children forced to engage in illicit activity by criminal groups—rather than providing them protection as trafficking victims. There were no formal policies for providing alternatives to removal for foreign trafficking victims who may face hardship or retribution in their home countries.

PREVENTION

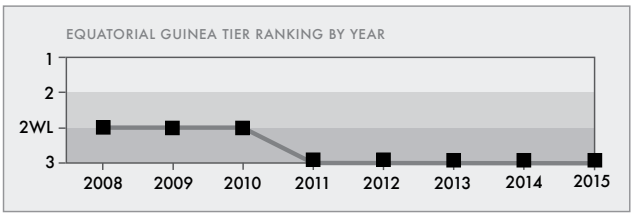
The government maintained modest prevention efforts. The newly enacted law includes provisions to strengthen the anti-trafficking council and calls for the development of a national action plan. During the year, the council coordinated interagency efforts and continued to implement its existing national policy on trafficking, though government entities lacked adequate funding to fulfill their responsibilities and interagency cooperation remained weak. Government agencies used television, radio, and print media to warn the public against the dangers of trafficking, though these public messages typically focused only on the trafficking of women and girls. The government did not punish labor recruiters for illegal practices that contribute to trafficking or to enforce labor migration policies that could decrease migrants' vulnerability to exploitation abroad. With funding from a foreign donor, the government conducted training on the prevention of child sex tourism for businesses in the tourism sector. It did not report identifying, investigating, or prosecuting any cases of child sex tourism during the year. The government provided anti-trafficking training for its diplomatic personnel. Authorities did not report efforts to reduce the demand for commercial sex acts or forced labor.

EQUATORIAL GUINEA: Tier 3

Equatorial Guinea is a source country for children subjected to sex trafficking and a destination country for men, women, and children subjected to forced labor. The majority of trafficking victims are exploited in the cities of Malabo, Bata, Mongomo, and Oyala, where burgeoning construction and economic activity funded by oil wealth have contributed to increases in the demand for cheap labor and prostitution. Equatoguinean girls are exploited in the sex trade in these cities, and some parents may encourage their daughters to engage in prostitution, especially with foreigners, in exchange for groceries, gifts, housing, and money. Children from nearby countries—primarily Nigeria, Benin, Cameroon, Togo, and Gabon—may be forced to work as domestic servants, market laborers, ambulant vendors, and launders. Women from Cameroon, Benin, and other neighboring countries are recruited for work in Equatorial Guinea, but may be subsequently subjected to forced labor or forced prostitution. Significant populations of Chinese women migrate to Equatorial Guinea for work or to engage in prostitution, and may be subject to passport confiscation. Sub-contractor staff in the oil services and construction sectors, including both male and female migrants from other parts of Africa, Asia, and the Americas, may be vulnerable to forced labor, as they reportedly endure sub-standard working conditions and, in some instances, may be subject to passport confiscation. General corruption and complicity by government officials in trafficking-related offenses were common during the reporting period.

The Government of Equatorial Guinea does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. During the reporting period, the government did not make efforts to identify or protect trafficking victims, or prosecute traffickers, despite having a 2004 anti-trafficking law that prohibits all forms of trafficking and mandates provision of services to victims. The government continued to deport undocumented migrants without screening them to determine whether they were victims of trafficking or referring them to assistance services. The government failed to provide any training for government officials or undertake

trafficking awareness campaigns, and its inter-ministerial anti-trafficking commission remained inactive. Given its substantial financial resources and its failure to demonstrate any significant improvement from the previous reporting period, the government remains Tier 3.



RECOMMENDATIONS FOR EQUATORIAL GUINEA:

Use the 2004 anti-trafficking law to prosecute and convict trafficking offenders and complicit officials; develop formal procedures to identify trafficking victims among child laborers, undocumented immigrants, and women and girls in prostitution; dedicate funding for the sheltering and protection of trafficking victims and develop a formal system to refer victims to such care; train social workers, law enforcement, and immigration officials in the use of trafficking victim identification and referral procedures; cease summary deportation of foreign men, women, and children without first screening them to determine if they are trafficking victims and, if appropriate, providing them with care and safe, voluntary repatriation; notify embassies when their nationals have been detained based on international law, agreements, and standards; revive and dedicate resources to the inter-ministerial anti-trafficking commission to facilitate its development and implementation of a national action plan to combat trafficking in persons and research the extent and nature of the crime within the country; and launch a nationwide anti-trafficking public awareness campaign.

PROSECUTION

The government did not make anti-trafficking law enforcement efforts during the reporting period. The 2004 Law on the Smuggling of Migrants and Trafficking in Persons prohibits all forms of trafficking and prescribes penalties of 10 to 15 years' imprisonment, punishments which are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The government did not maintain law enforcement statistics and did not report any investigations, prosecutions, or convictions of any suspected trafficking offenders in 2014. The government did not provide anti-trafficking training to law enforcement officials. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses during the reporting period; however, general corruption and official complicity in trafficking-related offenses were common during the reporting period.

PROTECTION

The government did not make efforts to protect trafficking victims, failing to identify or refer any victims to protective services in 2014. Although the 2004 anti-trafficking law mandates the government provide legal assistance, psychological and medical care, lodging, food, access to education, training, and employment opportunities to trafficking victims, it provided no such services. Law enforcement authorities did not employ procedures to proactively identify trafficking victims or make efforts—in either a systematic or *ad hoc* way—to refer victims to organizations providing care. The absence of a proactive victim identification process, including procedures to screen deportees, impaired the government's ability to assist foreign trafficking victims and ensure they were not penalized for crimes committed as a direct result of being subjected to human trafficking. Rather, the government routinely detained foreign nationals, including potential trafficking victims, at police stations for periods of several days to several months, and seldom notified their embassies of their detention or deportation. In many of these cases, police and border officials solicited bribes from the detainees and deported those who did not pay. The overwhelming majority of those detained were young men, though children and women were also sometimes detained and deported. The government did not provide foreign trafficking victims legal alternatives to their removal to countries where they might face retribution or hardship.

PREVENTION

The government did not make efforts to prevent trafficking. It did not launch any anti-trafficking awareness campaigns for the general public, and the Inter-Ministerial Commission to Combat Trafficking in Persons remained inactive. The government did not implement any programs to address forced child labor or identify a single child labor victim, despite having approximately 13 labor inspectors dedicated to documenting labor infractions. It did not undertake any discernible measures to reduce the demand for commercial sex acts or forced labor during the year. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

ERITREA: Tier 3

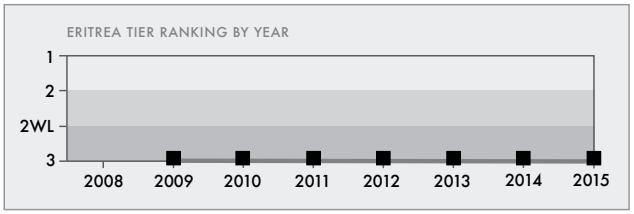
Eritrea is a source country for men, women, and children subjected to forced labor. To a lesser extent, Eritrean adults and children are subjected to sex and labor trafficking abroad. The government continues to be complicit in trafficking through the implementation of national policies and mandatory programs amounting to forced labor within the country; it has also increased citizens' vulnerability to trafficking abroad. Proclamation 82 of 1995 requires persons aged 18 to 40 years to perform compulsory active national service for a period of 18 months—six months of military training followed by 12 months of service in a government-run work unit, including the Eritrean Defense Forces. However, the 18-month timeframe is arbitrary and unenforced; many persons are not demobilized from government work units after their mandatory period of service and are forced to serve indefinitely under threats of detention, torture, or familial punishment. In 2012, the government instituted a compulsory citizen militia, requiring medically fit adults up to the age of 70 and not currently in the military to carry firearms and attend military training or participate in national development programs such as soil and water conservation projects. Working conditions are often harsh and sometimes involve physical abuse.

All 12th-grade students, including some younger than 18, are required to complete their final year of secondary education at the Sawa military and educational camp; those who refuse to attend cannot receive high school graduation certificates, attain higher education, or be offered some types of jobs. Though government policy bans persons younger than 18 from military conscription, it was undetermined whether all persons compelled to enter

Sawa had reached 18 years of age. Reports indicate male and female recruits at Sawa are beaten, and female recruits sexually abused and raped. The Ministry of Education continued *Maetot*, a national service program in which secondary-school children are assigned to work in public works projects including in the agricultural sector during their summer holidays. Some Eritrean children are subjected to forced labor, including forced begging. Some Eritrean women and girls are subjected to sex trafficking within the country.

Thousands of Eritreans continue to flee the country monthly to escape forced labor or governmental persecution, as well as to seek better economic opportunities. The government's strict exit control procedures and limited issuance of passports and exit visas effectively oblige those who wish to travel abroad to do so clandestinely, increasing their vulnerability to trafficking. Children who attempt to leave Eritrea are sometimes detained or forced to undergo military training despite being younger than the minimum service age of 18. Some Eritrean women and girls travel to Saudi Arabia or other Gulf states for domestic work, but are subjected to sex trafficking upon arrival. Smaller numbers of Eritrean women and girls are subjected to sex trafficking in South Sudan, Sudan, and Israel; some Eritrean men are reportedly vulnerable to sex trafficking in Israel. International criminal groups kidnap vulnerable Eritreans living inside and near refugee camps, particularly in Sudan, and transport them to Egypt's Sinai Peninsula, and to a greater extent Libya, where they are subjected to human trafficking and related abuses, such as being forced to call family and friends abroad to pay ransom for release. Some migrants and refugees report being forced to work as cleaners or on construction sites during their captivity. Reports allege Eritrean diplomats, particularly those posted in Sudan, provide travel documents and legal services to Eritrean nationals in exchange for bribes or inflated fees, potentially facilitating the trafficking of Eritrean nationals. Some Eritrean military and police officers are complicit in trafficking crimes along the border with Sudan.

The Government of Eritrea does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. It continued to subject its citizens to forced labor in compulsory national service, often for periods of indefinite duration, and its citizen militia. The government failed to investigate or prosecute any trafficking offenses and identify or protect any victims. It continued to arrest and detain unidentified victims for acts committed as a result of being subjected to trafficking or in the course of fleeing forced labor. Although the government continued to warn its citizens of the dangers of trafficking, authorities lacked understanding of the crime, conflating it with transnational migration.



RECOMMENDATIONS FOR ERITREA:

Develop, enact, and enforce an anti-trafficking statute that criminalizes all forms of trafficking, including sex trafficking and forced labor, differentiating between emigration, smuggling, and human trafficking; investigate allegations of conscripts being forced to perform duties beyond the scope of the national service program and prosecute and punish, as appropriate, those responsible; enforce existing limits on the length of national service to 18 months and cease the use of threats and physical punishment for non-compliance; ensure children under 18 sent to Sawa, the military school, do not participate in activities that amount to military service and are not forced to work; ensure victims are not punished for crimes committed as a result of being subjected to human trafficking or for fleeing government-sponsored forced labor; extend existing labor protections to persons performing national service and other mandatory citizen duties; with assistance from international organizations, provide training to all levels of government, including law enforcement officials and diplomats, on identifying and responding to trafficking crimes; in partnership with NGOs or religious entities, ensure the provision of short-term protective services to child trafficking victims; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government failed to investigate, prosecute, or convict trafficking offenders during the reporting year. Article 605 of the Eritrean Transitional Criminal Code prohibits trafficking in women and young persons for sexual exploitation, which is punishable by up to five years' imprisonment. These penalties are sufficiently stringent, but not commensurate with punishments prescribed for other serious crimes, such as rape. Article 565 prohibits enslavement and prescribes penalties of five to 20 years' imprisonment, which are sufficiently stringent. Labor Proclamation 118 of 2001 prohibits forced labor, though Article 3, sub-paragraph 17 of the 2001 Labor Proclamation specifically excludes national and military service or other civic obligations from the definition of forced labor. Existing labor protections were not applicable to persons engaged in compulsory national service. Although the government issued public statements on the arrest of an unknown number of traffickers, it failed to report the details of these cases and continued to conflate transnational migration and human trafficking crimes. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses, nor did it provide anti-trafficking training to law enforcement or military personnel.

PROTECTION

The government demonstrated negligible efforts to identify or provide protection to trafficking victims. Government media continued to publicize official efforts to repatriate Eritrean females subjected to sex trafficking or domestic servitude abroad; however, it is unknown if these repatriations were voluntary. The government did not report providing assistance to these or any other victims. It failed to develop procedures to identify trafficking victims among vulnerable groups, including deported Eritreans or persons forcibly removed by Eritrean security forces from neighboring countries. Eritreans fleeing the country and those deported from abroad–including trafficking victims–were vulnerable to being arrested, detained, abused, forced to pay fines, recalled into national service, or shot by military forces. The government did not provide foreign victims with legal alternatives for their removal to countries where they faced retribution or hardship.

PREVENTION

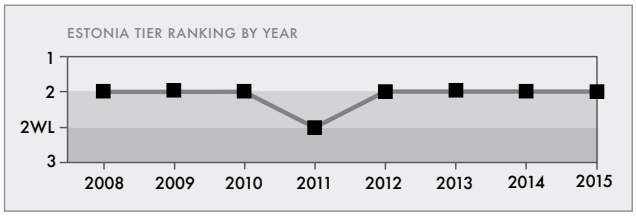
The government sustained minimal efforts to prevent trafficking.

Its efforts to prevent this crime were difficult to evaluate, as it conflated transnational migration and human trafficking. The government engaged citizens on the dangers of trafficking through awareness-raising events and poster campaigns through the Women's Association, Youth Association, and Workers' Federation. While the Proclamation of National Service 11/199 prohibits the recruitment of children younger than 18 years of age into the armed forces and applies sufficiently stringent penalties for this crime, children under 18 allegedly continued to be sent to Sawa for completion of their final year of education. Furthermore, the government did not have procedures for verifying the age of new recruits into governmental armed forces and was not transparent about efforts to ensure that children did not participate in compulsory activities amounting to military service or other forms of forced labor. Though the Ministry of Labor was responsible for investigating labor abuses, the government did not report information on its efforts to punish unscrupulous labor brokers or recruiters. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government did not report efforts to reduce the demand for commercial sex acts or forced labor. Eritrea is not a party to the 2000 UN TIP Protocol.

ESTONIA: Tier 2

Estonia is a source, transit, and destination country for women and girls subjected to sex trafficking and for men, women, and children subjected to forced labor. Estonian women and girls are subjected to sex trafficking within Estonia and in other European countries. Men and women from Estonia are subjected to conditions of forced labor within Estonia, elsewhere in Europe, and in Australia, particularly in the construction, cleaning, and social welfare sectors, as well as in seasonal jobs. Estonian children are exploited to commit crimes, such as theft; in some cases, they may be trafficking victims. Men from Ukraine and Poland are subjected to labor exploitation within Estonia, particularly in the construction sector. Vietnamese nationals subjected to forced labor transit Estonia *en route* to other EU countries.

The Government of Estonia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Estonian authorities secured more convictions under the country's 2012 anti-trafficking law and sentenced two traffickers to prison, though an additional two traffickers were released on probation. Law enforcement launched the first investigation into labor trafficking, but the overall number of trafficking prosecutions continued to decline. Authorities continued to require a police report be filed for presumed victims to receive government-funded assistance; this requirement resulted in a very low level of victim identification.



RECOMMENDATIONS FOR ESTONIA:

Increase efforts to investigate, prosecute, and convict trafficking offenders under Article 133 of the penal code; amend the Victim Support Act to remove barriers to victim identification; increase training for judges to ensure the judiciary understands the severity of the crime when issuing sentences; encourage police and the labor inspectorate to investigate labor trafficking, including labor recruiters engaging in fraudulent practices; increase government efforts to identify victims proactively, including the screening of individuals in prostitution and migrant workers in Estonia; encourage more victims to assist prosecutions by facilitating access to legal counsel; provide specialized training to police, inspectors, and prosecutors; and inform victims of the option to pursue court-ordered compensation from their traffickers.

PROSECUTION

The government improved law enforcement efforts. Estonia prohibits all forms of both sex and labor trafficking through Articles 133 and 175 of the penal code, which prescribe a maximum penalty of up to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Estonian authorities launched 20 new investigations in 2014, compared with 26 in 2013. Investigators registered the first ever criminal case of labor exploitation occurring within Estonia in 2014; the investigation was ongoing at the close of the reporting period. The government initiated one prosecution in 2014, a decrease from six in 2013 and 12 in 2012. Estonian courts convicted four traffickers under Article 133 in 2014, an increase from two convictions in 2013. Two traffickers convicted in 2014 were sentenced to prison terms of four years, representing an improvement from weak sentences for convicted traffickers in 2013; however, authorities also sentenced two convicted traffickers to probation without prison terms. The government provided four training sessions for police, border guard, and labor inspection officials to facilitate cooperation on forced labor cases. Authorities did not offer training to the judiciary. Estonian authorities cooperated in one transnational investigation. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government demonstrated weakened protection efforts. Since April 2013, a police report must be filed for presumed victims of trafficking to be eligible to receive government-funded services. The police thereafter have 10 days to meet with the prosecutor's office; if authorities decide not to pursue a criminal case, the government ceases funding the victims' care. In 2014, four Estonian victims, two of whom were newly identified during the year, received government assistance. The government identified no foreign victims in 2014. NGOs assisted an additional 20 sex trafficking victims and 43 labor exploitation victims who were not officially recognized by the government. Sex trafficking victims could receive non-specialized services for individuals in prostitution without going to the police; a government-funded NGO assisted 280 women involved in prostitution in 2014, 20 of whom showed indicators of trafficking.

In 2014, the social security board disbursed 20,421 euro ($23,200) to fund assistance provided to the four officially identified trafficking victims. In addition, the Ministry of Social Affairs provided 99,580 euro ($125,800) to an NGO providing services to women in prostitution, which included 20 women who showed indicators of sex trafficking victims in 2014. There were no specialized shelters

for children, though child victims could reportedly stay at women's domestic violence shelters or be placed in foster care. Adult male victims had access to accommodation, legal counseling, and other services. For at least the sixth straight year, no victims assisted in the investigation or prosecution of traffickers. Although foreign victims were eligible to apply for temporary residency for the duration of criminal investigations and legal proceedings in which they participated, no trafficking victim has ever applied for a permit since it became available in 2007. Estonia's witness protection law allows trafficking victims to provide their testimony anonymously, but this has never been applied in a trafficking case. An Estonian court ordered a restitution payment of 150,000 euro ($159,300) to a trafficking victim. Observers noted obtaining legal counsel for victims was overly bureaucratic, and the lawyers were not sensitive to the needs of trafficking victims.

PREVENTION

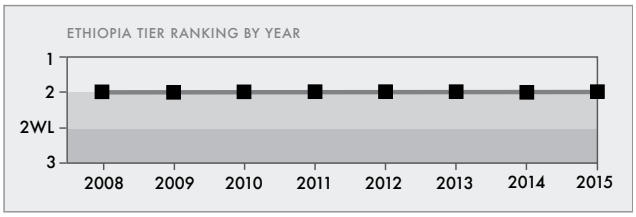
The government made progress in prevention efforts. The anti-trafficking working group, with 35 government agencies and NGOs, continued to meet regularly and published an annual public report of its activities. The government provided an NGO with 53,601 euro ($60,900) to operate an anti-trafficking hotline; the hotline received 497 calls from individuals vulnerable to trafficking during the reporting period. Authorities ran awareness campaigns targeting schoolchildren and prospective migrant workers. The government had a 2010-2014 national action plan for reducing violence, which included trafficking as one of its four objectives; the government approved a plan for 2015-2020 in February 2015. The government commissioned a survey of Estonians' awareness of trafficking and used the findings to inform the development of the new action plan and outreach activities. Estonia acceded to the Council of Europe's Convention on Action against Trafficking in Human Beings in February 2015, which enabled the Council's monitoring group to conduct a future country evaluation. The government provided anti-trafficking training or guidance for its diplomatic personnel. The government reported specific measures to reduce the demand for commercial sex acts and forced labor, including educating employers on the rights of migrant workers.

ETHIOPIA: Tier 2

Ethiopia is a source and, to a lesser extent, destination and transit country for men, women, and children subjected to forced labor and sex trafficking. Girls from Ethiopia's rural areas are exploited in domestic servitude and prostitution within the country, while boys are subjected to forced labor in traditional weaving, herding, guarding, and street vending. The central market in Addis Ababa is home to one of the largest collection of brothels in Africa, with girls as young as 8 years old in prostitution in these establishments. Ethiopian girls are forced into domestic servitude and prostitution in neighboring African countries and in the Middle East. Ethiopian boys are subjected to forced labor in Djibouti as shop assistants, errand boys, domestic workers, thieves, and street beggars. Young people from Ethiopia's vast rural areas are aggressively recruited with promises of a better life and are likely targeted because of the demand for cheap labor in the Middle East.

Officials reported up to 1,500 Ethiopians departed daily as part of the legal migration process. Many young Ethiopians transit through Djibouti, Egypt, Somalia, Sudan, or Kenya as they emigrate seeking work in the Middle East; some become stranded and exploited in these transit countries and are subjected to detention, extortion, and severe abuses *en route* to their final destinations. Increasing numbers of reports describe Ethiopians transported along southern routes towards South Africa, as well as large numbers of Ethiopians who have died in boat accidents crossing the Red Sea to Yemen, many of whom are attempting irregular migration and are vulnerable to trafficking in these onward destinations. Many Ethiopian women working in domestic service in the Middle East face severe abuses, including physical and sexual assault, denial of salary, sleep deprivation, withholding of passports, confinement, and even murder. Ethiopian women sometimes are subjected to sex trafficking after migrating for labor purposes or after fleeing abusive employers in the Middle East. Low-skilled Ethiopian men and boys migrate to Saudi Arabia, the Gulf states, and other African nations, where some are subjected to forced labor. Reports suggest district level officials accepted bribes to change the ages on district-issued identification cards, enabling children to receive passports without parental consent, which causes minors to leave the country for illegal work. The Ethiopian government's October 2013 temporary ban on overseas labor recruitment currently remains in effect. Over 400 employment agencies were licensed to recruit for work abroad; however, government officials acknowledged many agencies are involved in both legal and illegal recruitment, leading to the government's temporary ban on labor export. Following the ban, irregular labor migration to the Gulf has reportedly increased. Between November 2013 and March 2014, the Saudi Arabian government deported more than 170,000 Ethiopians lacking proper visas or employment papers; international organizations and Ethiopian officials believe thousands were likely trafficking victims. Eritreans transiting Ethiopia-based refugee camps, some of whom voluntarily migrate out of the camps and others who are lured or abducted from the camps, face situations of human trafficking in Sudan and Egypt's Sinai Peninsula.

The Government of Ethiopia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to facilitate the reintegration of thousands of Ethiopians deported from Saudi Arabia and coordinated with NGOs and international organizations to provide employment. Considering the long-term impact of deportation and the desire of many Ethiopians to seek employment overseas, the government increased its efforts to prevent and raise awareness on trafficking and trafficking-related crimes at a grassroots level through its community conversations project. It also began an analysis of the socio-economic needs of Ethiopian deportees and development of income generation plans to support reintegration. During the reporting period, the government publicly pledged to lift the ban on overseas employment and continued to revise the relevant employment proclamation to ensure improved oversight of recruitment agencies and better protection of its citizens working abroad; however, these protections have yet to be applied and the temporary ban remained in place. The government relied solely on NGOs to provide direct assistance to both internal and transnational trafficking victims and did not provide financial or in-kind support to such organizations. There was a slight decrease in law enforcement efforts; the government did not report the number of victims it identified in 2014 and lacked a formal system to collect and share data on cases and victims. The government also did not effectively address child prostitution and other forms of internal trafficking through law enforcement, protection, or prevention efforts.



RECOMMENDATIONS FOR ETHIOPIA:

Complete amendments to the employment exchange proclamation to ensure penalization of illegal recruitment and improved oversight of overseas recruitment agencies; institute regular trafficking awareness training for labor officials who validate employment contracts or regulate employment agencies; strengthen criminal code penalties for sex trafficking and amend criminal code Articles 597 and 635 to include a clear definition of human trafficking that includes the trafficking of male victims and enhanced penalties commensurate with other serious crimes; improve the investigative capacity of police throughout the country to allow for more prosecutions of internal child trafficking offenses; increase the use of Articles 596, 597, and 635 to prosecute cases of labor and sex trafficking, including of complicit officials; partner with local NGOs to increase the level of services available to trafficking victims, including allocating funding to enable the continuous operation of either a government or NGO-run shelter; improve screening procedures in the distribution of national identification cards and passports to ensure children are not fraudulently acquiring these; allocate appropriate funding for the deployment of labor attachés to overseas diplomatic missions and institute regular trafficking awareness training for labor officials who validate employment contracts or regulate employment agencies to ensure the protection of Ethiopians seeking work or employed overseas; and incorporate information on human trafficking and labor rights in Middle Eastern and other countries into pre-departure training provided to migrant workers.

PROSECUTION

The government maintained its anti-trafficking law enforcement efforts, but continued to focus wholly on transnational labor trafficking, with little evidence of investigation or prosecution of sex trafficking or internal labor trafficking cases. Ethiopia prohibits sex and labor trafficking through criminal code Articles 596 (Enslavement), 597 (Trafficking in Women and Children), 635 (Traffic in Women and Minors), and 636 (Aggravation to the Crime). Article 635, which prohibits sex trafficking, prescribes punishments not exceeding five years' imprisonment, which are sufficiently stringent, though not commensurate with, penalties prescribed for other serious crimes, such as rape. Articles 596 and 597 outlaw slavery and labor trafficking and prescribe punishments of five to 20 years' imprisonment, which are sufficiently stringent. Articles 597 and 635 lack a clear definition of human trafficking and do not criminalize trafficking against adult male victims. The government does not provide detailed case information on the articles used to prosecute suspected traffickers; however, a local NGO reported the conviction of nine individuals under Article 597 within the reporting period. In general, Articles 598 (Unlawful Sending of Ethiopians to Work Abroad) and 571 (Endangering the Life of Another) are regularly used to prosecute cases of transnational labor trafficking. The absence of a clear legal definition of human trafficking impeded the government's ability to investigate and prosecute trafficking cases effectively. Officials continued drafting amendments to the Employment Exchange Services Proclamation No. 632/2009, which governs the work of licensed labor recruitment agencies.

During the reporting period, the Ethiopian Federal Police's (EFP) Human Trafficking and Narcotics Section investigated 99 suspected trafficking cases, compared with 135 cases in 2013. The federal government reported prosecuting 93 cases involving 118 defendants; of these, the Federal High Court convicted 46 individuals, compared with 106 traffickers convicted in the previous reporting period. Officials indicated 58 cases remained ongoing in court. The government did not provide consistent details regarding average sentencing; sporadic NGO reports indicated some sentences ranged from two to 11 years' imprisonment. Courts in the Southern Nations, Nationalities, and Peoples Region (SNNPR) reportedly investigated 468 alleged child trafficking cases at the district level; however, no information was reported on the number of prosecutions or convictions or the details of these cases. In March 2015, the government began an investigation of two Ethiopian smugglers suspected of moving 38,000 Ethiopians to South Africa and the Middle East for unknown purposes, potentially including trafficking victims.

In 2014, the government did not initiate any sex trafficking prosecutions, including for children subjected to prostitution. It also did not demonstrate adequate efforts to investigate and prosecute internal trafficking crimes or support and empower regional authorities to effectively do so. Regional law enforcement entities were trained to identify trafficking victims; however, they continued to lack capacity to properly investigate and document cases, as well as to collect and organize relevant data. During the year, government officials partnered with international organizations to train police and other officials; including 456 police officers, 115 labor inspectors, and 139 judges who received training on child labor issues, identification, investigation, and reporting of human trafficking. The government did not report any investigations, prosecutions, or convictions of public officials allegedly complicit in human trafficking offenses; however, corruption and official complicity in trafficking crimes remained a significant concern, inhibiting law enforcement action during the year. Reports suggest district-level officials accepted bribes to change the ages on district-issued identification cards, enabling children to receive passports without parental consent; passport issuance authorities did not question the validity of such identification documents or the ages of applicants.

PROTECTION

The government did not provide adequate assistance to trafficking victims, relying almost exclusively on international organizations and NGOs to provide services to victims without providing funding to these organizations. The government continued its assistance reintegrating over 170,000 Ethiopian returnees resulting from the Saudi Arabian government's closure of its border and massive deportation of migrant workers beginning in late 2013. The anti-trafficking taskforce partnered with international organizations to produce a detailed analysis of the socio-economic status and needs of Ethiopian returnees and began the development of income generation plans to reintegrate deportees; it is unclear when these plans will be implemented. Eighty-one percent of returnees cited local government as their main source of support, including job creation and psychological care; however, many returnees also reported disappointment in their inability to obtain expected microcredit or arable land, due to the government's low capacity and budget in this area.

The government did not report the number of victims it identified and assisted during the year. It remained without standard procedures for front-line responders to guide their identification of trafficking victims and their referral to care. Most victim assistance focused on temporary services to migrants at border crossings including food and water, medical assistance, temporary accommodation and transportation back to their home village; the government continued to jointly operate an emergency response center in the Afar Region with international organizations. One organization in Addis Ababa provided psychological and reintegration assistance to over 400 returnees from Saudi Arabia, while another NGO reported assistance to at least 85 child trafficking victims; however, these organizations did not receive government support for their efforts. Various district-level women and youth departments supported child trafficking victims by providing psycho-social support and placing them in temporary child-safe homes until their families were located. Many NGO-run facilities depended solely on project-based funding for continued operation, which resulted in unpredictable availability of care. At times, the government created additional challenges for these organizations as a result of its 2009 Charities and Societies Proclamation, which prohibits organizations receiving more than 10 percent of their funding from foreign sources from engaging in activities that promote human rights. These restrictions had a negative impact on the ability of some NGOs to adequately provide a full range of protective services, including assistance to victims in filing cases against their traffickers with authorities and conducting family tracing.

The government operated child protection units in the 10 sub-cities of Addis Ababa and six major cities; staff were trained in assisting the needs of vulnerable children, including potential trafficking victims. While officials reportedly encouraged victims to assist in the investigation and prosecution of their traffickers, there were no protective mechanisms in place to support their active role in these processes. Ethiopian law does not prevent the deportation of foreign victims to countries where they might face hardship or retribution. There were no reports of trafficking victims being detained, jailed, or prosecuted in 2014. Limited consular services provided to Ethiopian workers abroad continued to be a weakness in government efforts. The current Employment Exchange Services Proclamation requires licensed employment agencies to place funds in escrow to provide assistance in the event a worker's contract is broken; however, the Ministry of Foreign Affairs has never used these deposits to pay for victims' transportation back to Ethiopia.

PREVENTION

The government demonstrated progress in its efforts to prevent human trafficking, particularly through increased organization of both regional and national awareness raising campaigns coordinated by the national taskforce. In addition to the national anti-trafficking taskforce, with officials from federal ministries and agencies, each region has its own technical working group that is scheduled to meet quarterly. In 2014, the national trafficking taskforce collaborated with international organizations to launch a community conversations trafficking awareness program, conducted in over 325 neighborhoods with the participation of 25 to 40 residents in each neighborhood session, including local and district officials. The national trafficking taskforce also conducted two monitoring trips to the four primary regions of the country where the majority of trafficking victims have originated. Nationally owned media companies supported local NGOs in airing a court-based drama series, which portrayed child labor in the agricultural sector. The government, in partnerships with NGOs, distributed 42,000 leaflets outlining causes and consequences of child labor, as well as 6,500 manuals portraying personal stories of victims of child labor. The government participated in the production and broadcast of both a documentary and weekly radio program addressing the causes and consequences of child labor and human trafficking.

Officials continued to acknowledge licensed employment agencies were involved in facilitating both legal and illegal labor migration and, as a result, continued the ban on the legal emigration of low-skilled laborers initiated in 2013. The ban is set to remain in place until draft amendments to the employment exchange proclamation are enacted to allow for greater oversight of private employment agencies, to mandate the placement of labor attachés in Ethiopian embassies, and to establish an independent agency to identify and train migrant workers. The government monitored the activities of labor recruitment agencies by conducting both scheduled and random inspections; the government suspended 10 licenses of recruitment agencies for noncompliance during the reporting period. Due to a lack of employment opportunities within the country and a cultural dependence on overseas remittances, officials acknowledged the ban on overseas migrant labor may encourage illegal migration; as a result, the EFP mobilized resources to monitor Ethiopia's borders. The government completed bilateral labor migration agreements with Djibouti, Sudan, Jordan, Kuwait, Yemen and Qatar and is negotiating new agreements with Saudi Arabia, Lebanon, South Sudan, and the United Arab Emirates. Agreements with neighboring African countries aim to provide joint border management to include repatriation assistance for trafficking victims; however, workers' rights are not explicitly addressed. Agreements with destination countries predominantly in the Middle East require governments to commit to ethical recruitment, legal remedies against those who violate the law, and equal protection of Ethiopian workers, to include equal wages for equal work, reasonable working hours, and leave time.

The government continued its efforts to implement a 2012 law requiring registration of all births nationwide; however, the lack of a uniform national identification card continued to impede implementation of the law and allowed for the continued issuance of district-level identification cards subject to fraud. The government did not make any efforts to reduce the demand for commercial sex or forced labor during the reporting period. The government provided anti-trafficking training or guidance for its diplomatic personnel as an element of their basic diplomatic training. Ethiopian troops were provided with anti-trafficking training prior to their deployment abroad on international peacekeeping missions, though such training was conducted by a foreign donor.

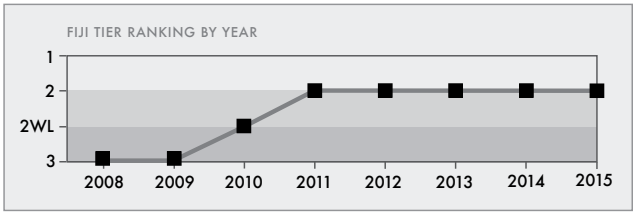
FIJI: Tier 2

Fiji is a source country for women and children subjected to sex trafficking and forced labor and a transit and destination country for Asian men and women subjected to forced labor and forced prostitution. Fijian women and children are subjected to trafficking abroad or in cities for sexual exploitation or as domestic workers. Women from China, Thailand, Malaysia, and other East Asian countries are deceptively recruited in their home countries or while visiting Fiji, sometimes by Chinese criminal organizations. These women reportedly are exploited in illegal brothels (posing as massage parlors and spas), local hotels, private homes, small and informal farms and factories, and other rural and urban locations.

Fiji's liberal visa requirements—which allow nationals of 132 nations to enter the country without acquiring a visa—coupled with Fiji's role as a regional transportation hub, may contribute to Fiji being a transit area for human trafficking. Workers from Cambodia, the Philippines, Burma, Indonesia, North Korea, China, Singapore, and other Asian countries are deceptively recruited in their home countries and transit through Fiji or board fishing vessels from Fiji ports and waters. They live in poor living conditions, accrue debt larger than promised wages, and work for little or no compensation on foreign fishing vessels, mainly Chinese and Taiwanese, in Pacific waters.

Family members, taxi drivers, foreign tourists, businessmen, and crew on foreign fishing vessels have been alleged to participate in the prostitution of Fijian children. Some Fijian children are at risk of human trafficking as families follow a traditional practice of sending them to live with relatives or families in larger cities; these children may be subjected to domestic servitude or coerced to engage in sexual activity in exchange for food, clothing, shelter, or school fees. Fijian children may also be subjected to forced labor in agriculture, begging, and industrial sectors.

The Government of Fiji does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the Fijian government convicted two men in the country's first domestic trafficking case. Authorities, however, continually failed to implement formal procedures to proactively identify victims of trafficking among vulnerable populations; some potential victims may have been deported as law violators.



RECOMMENDATIONS FOR FIJI:

Continue efforts to investigate and prosecute trafficking offenses and convict and punish traffickers; institute additional trainings for law enforcement and immigration officers on victim identification and protection; develop and strengthen formal procedures to proactively identify trafficking victims, especially among vulnerable groups, such as foreign migrant workers on fishing vessels, those allegedly involved in prostitution, and children exploited by local citizens; enhance efforts to provide access to legal, medical, and psychological assistance to victims; make efforts to allow identified trafficking victims to work and earn income while assisting with investigations; disseminate more anti-trafficking awareness campaigns directed at individuals purchasing commercial sex; and accede to the 2000 UN Protocol.

PROSECUTION

The government decreased anti-trafficking law enforcement efforts. The 2009 Crimes Decree includes provisions that prohibit all forms of trafficking. The prescribed penalties of up to 25 years' imprisonment, and possible fines of up to 100,000 Fijian dollars ($49,100), are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The police anti-trafficking unit investigated two cases, a decline from seven investigations in 2013. The government prosecuted and convicted two traffickers in a 2012 case involving three child victims of domestic sex trafficking. The traffickers were sentenced to 16 and 12 years' imprisonment. Despite Fiji's first two domestic sex trafficking convictions, the government investigated fewer cases and did not initiate any prosecutions. The government continued to fund the Police Human Trafficking Unit's training workshops. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses.

PROTECTION

The government decreased efforts to identify and protect trafficking victims. The police anti-trafficking unit did not report identifying any victims, a decline from three in 2013 and six in 2012, continuing a decreasing trend in victim identification. Immigration officials and police reported using guidelines to identify potential trafficking victims, including at the border; however, authorities did not proactively identify victims of trafficking among other vulnerable populations, such as women and girls in prostitution, foreign workers in spas, and crew members who transit through Fiji onboard vessels in Fiji ports. Instead, some potential trafficking victims may have been deported as law violators. The government continued to deport foreign women in prostitution without screening them for vulnerability to trafficking.

The government continued to rely on NGOs and international organizations to supply long-term care facilities and specialized services for trafficking victims; the government did not allocate or provide funding to shelters for trafficking victims in 2014. Trafficking victims were eligible to apply for government legal aid and receive basic medical care, but no victims applied for this provision during the reporting period. The government made available accommodations, medical care, interpreters, allowances for basic necessities, 24-hour police security, and temporary visas to foreign victims of trafficking; no trafficking victim reported benefitting from these provisions. The government did not offer permanent residency status for foreign victims, including those who participated in criminal trials. Victims had the right to file for civil remedies, but no victims applied for these measures.

PREVENTION

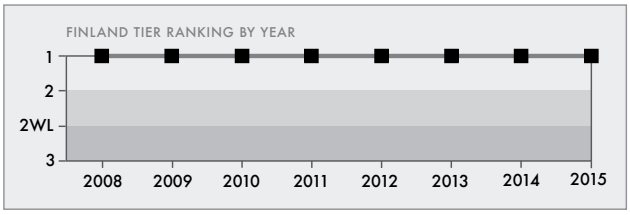
The government sustained efforts to prevent trafficking. The police anti-trafficking unit continued a poster campaign to raise public awareness of trafficking and published press releases and advertisements in Mandarin, Hindi, and Thai to publicize available government assistance for potential victims. The government did not make efforts to reduce the demand for commercial sex acts, forced labor, or child sex tourism. The government provided anti-trafficking training as a component of human rights training given to Fijian military personnel prior to their deployment abroad on international peacekeeping missions. The government provided anti-trafficking training for its diplomatic personnel. Fiji is not a party to the 2000 UN TIP Protocol.

FINLAND: Tier 1

Finland is a transit, destination, and limited source country for women and girls subjected to sex trafficking and for men and women subjected to forced labor. Forced labor victims come

from a variety of countries in Eastern Europe and Asia and are exploited in the construction, restaurant, agriculture, metal, and transport industries, and as cleaners, gardeners, and domestic servants. Female sex trafficking victims originate in the Czech Republic, Estonia, Latvia, Lithuania, Nigeria, Poland, Romania, Russia, Southeast Asia, and other parts of West Africa. Finnish women and girls are vulnerable to sex trafficking.

The Government of Finland fully complies with the minimum standards for the elimination of trafficking. During the reporting period, the government amended the penal code to clarify the difference between procuring commercial sex and committing trafficking offenses, as law enforcement tended to treat sex trafficking cases as procurement, which lead to lesser penalties for convicted traffickers and sex trafficking victims being treated as witnesses rather than victimized individuals. The government appointed the first national coordinator, and the independent rapporteur continued exemplary reporting. A nationwide reorganization of police offices and personnel assignments resulted in fewer trafficking cases reaching prosecution. Finnish courts continued to issue weak sentences for convicted traffickers.



RECOMMENDATIONS FOR FINLAND:

Vigorously investigate and prosecute sex and labor trafficking cases using the trafficking statute; provide sufficient resources for law enforcement action against trafficking; train and encourage officials to proactively identify potential sex and labor trafficking victims and refer them to services to which they are entitled under Finnish law; offer all victims appropriate housing and specialized care; train investigators, police, border officials, prosecutors, labor inspectors, and judges on applying the trafficking law and respecting the rights of victims; issue proportionate and dissuasive sentences to convicted traffickers; encourage greater victim participation in the criminal process; and develop an updated national strategy against trafficking.

PROSECUTION

The government demonstrated mixed progress in law enforcement efforts. Law 1889-39 of the Finnish penal code prohibits all forms of trafficking and prescribes sentences of up to 10 years' imprisonment—penalties that are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. During the reporting period, the government amended the penal code to clarify the differences between trafficking and procuring offenses. The government reported initiating investigations of 15 sex cases and five labor trafficking cases, compared with 12 sex trafficking and 15 labor trafficking investigations in 2013. Authorities initiated the prosecutions of three suspected traffickers in 2014, compared with 19 in 2013. Finnish courts convicted two traffickers in 2014 and issued sentences of six and 18 months' imprisonment; in 2013, courts convicted two traffickers. Authorities provided training to 160 law enforcement officials, prosecutors, elected and staff members of parliament, and NGO representatives in September 2014. The government designated police officers in each of the 11 regions to serve as local resources and trainers for other officers; the designated officers met twice annually to share best practices. The government designated five prosecutors from different regions in the country to handle trafficking cases. Authorities reported reductions in the number of police officers and changes in officers' duties hampered trafficking investigations. The national rapporteur found law enforcement investigated and prosecuted sex trafficking crimes under the more lenient pimping law. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government sustained protection efforts. The government provided both direct care and funding for third-party care through an asylum reception center that offered shelter, psychological assistance, medical care, and legal consultation to identified victims. The staff of the reception center was also empowered to identify and authorize care for trafficking victims, even when law enforcement authorities did not identify a person as a trafficking victim. However, the available shelter housed a mixed population, which posed risks for the re-victimization of some trafficking victims, particularly victims of sex trafficking. The reception center maintained a hotline and a website in multiple languages exclusively for trafficking victims. Its 2014 budget was 830,000 euro ($1,010,000) for the care of trafficking victims and operating expenses, compared to 870,000 euro ($1,058,000) in 2013. Law enforcement referred 16 victims in 2014, compared with 56 in 2013. In total, 50 potential trafficking victims requested assistance in 2014, compared with 128 in 2013, during which there was one group referral of 50 persons. Unlike previous years, the asylum center assisted more victims of sexual exploitation than victims of labor exploitation. The national rapporteur reported Finnish authorities' efforts to identify sex trafficking victims were insufficient, particularly among Nigerian women exploited in prostitution. The rapporteur also noted victims of sex trafficking were often categorized as witnesses to procuring offenses and thus not categorically treated as victims of a crime and referred to the center providing services to trafficking victims. An NGO receiving some public funding assisted an additional 11 potential trafficking victims.

In 2014, 53 victims assisted law enforcement in pre-trial investigations, 19 of whom participated in the prosecutions of alleged traffickers; 12 victims assisted in 2013. Two appellate courts upheld compensation payments to victims in amounts ranging from 5,000 to 30,000 euro ($6,080 to $36,500) per victim. Finnish law allows foreign victims a six-month reflection period during which time they can receive immediate care and assistance while considering whether to assist law enforcement. Authorities estimated they provided less than ten victims with a reflection period in 2014 compared with 12 in 2013. The government offered residence permits to 12 victims in 2014 compared to 12 in 2013. Authorities provided 11 individuals considered to be vulnerable to trafficking with temporary residency permits. There were no reports the government penalized trafficking victims for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

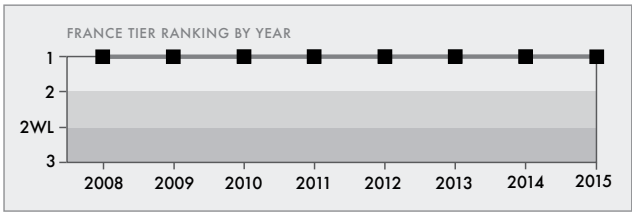
The government made progress in prevention activities. The

government appointed a national coordinator to lead development of a comprehensive strategy. The independent rapporteur continued her analysis of the government's anti-trafficking efforts and advocated for specific changes through a public report. The rapporteur found the government did not take adequate preventative measures or evaluate past activities' effectiveness. In response to the vulnerability facing berry pickers, who were not covered under worker protection laws, the government asked berry industry companies to charge lesser recruitment fees and ensure workers receive a daily minimum wage of 30 euro ($34). The government launched an awareness campaign on child sex tourism in January 2015. The government also made efforts to reduce demand for commercial sex acts in Finland. The government provided anti-trafficking training to Finnish forces prior to their deployment abroad on international peacekeeping missions. The government provided anti-trafficking training or guidance for its diplomatic personnel.

FRANCE: Tier 1

France is a destination, transit, and a limited source country for men, women, and children subjected to forced labor and sex trafficking. Foreign victims from Eastern Europe, West Africa, and Asia, as well as North Africa and South America, are subjected to sex trafficking and forced labor. Sex trafficking networks controlled by Bulgarians, Nigerians, Romanians, Chinese, and French citizens force women into prostitution through debt bondage, physical force, and psychological coercion, including the invocation of voodoo. The number of children subjected to prostitution, including students and foreigners, has increased in recent years. Reports indicate children, primarily from Romania, West Africa, and North Africa, are victims of sex trafficking in France. The Government of France estimates the majority of the 20,000 people in France's commercial sex trade, about 90 percent of whom are foreign, are likely trafficking victims. Source countries include Romania, Nigeria, China, Brazil, and Bulgaria. Online-advertised prostitution organized by Russians and Bulgarians has increased along with classified ads posted by organized networks controlled by Romanians, Bulgarians, Nigerians, and Brazilians; trafficking victims are likely involved in activities described in these ads. Women and children from Suriname are victims of sex trafficking in French Guyana. Roma and unaccompanied minors in France are vulnerable to forced begging and forced theft. Women and children are subjected to domestic servitude, mostly in cases in which families exploit relatives brought from Africa to work in their households. Trafficking networks have expanded to operate in large towns outside of Paris, including Lille and Nice. In 2014, the French government launched an investigation into allegations that approximately 14 French soldiers stationed in the Central African Republic forced boy refugees to perform sex acts for money and food.

The Government of France fully complies with the minimum standards for the elimination of trafficking. The government adopted a national anti-trafficking action plan for 2014-2016, which outlines prosecution, protection, and prevention activities and a fund to protect and assist trafficking victims. The government significantly increased the number of convictions obtained under the trafficking statute 225-4-2. Robust cooperation with law enforcement in EU and source countries continued, and its success was demonstrated by the prosecution of many members of sex trafficking and forced begging networks. The government continued to protect and provide assistance to a large number of victims and partner with destination countries to address child sex tourism by French nationals. However, the government's efforts to combat labor trafficking were weaker than those undertaken for sex trafficking, and the implementation of victim protection policies remained inconsistent among regions and municipalities.



RECOMMENDATIONS FOR FRANCE:

Implement the national action plan and establish a national rapporteur as stated in the plan; amplify training on and enforcement of labor trafficking laws; strengthen victim protection for child victims of forced begging and theft; improve victims' access to restitution; continue to increase investigations, prosecutions, and convictions under the trafficking statute, ensuring convicted offenders are sentenced to jail terms; standardize residence permit issuance policies and consider waiving permit fees for trafficking victims; screen women and children arrested for soliciting or theft for trafficking indicators; provide care for all victims regardless of cooperation with law enforcement; and continue to enhance the collection of law enforcement and victim assistance data.

PROSECUTION

The government improved anti-trafficking law enforcement efforts. France prohibits all forms of trafficking in persons through Article 225-4 of its penal code, which prescribes maximum penalties of between seven years' and life imprisonment for trafficking offenses. These penalties are sufficiently stringent and commensurate with those prescribed for other serious offenses, such as rape. In 2014, French authorities conducted 204 criminal investigations for sex trafficking, of which 106 involved aggravated pimping including 17 children. In 2013, the most recent year for which data is available for convictions, French authorities obtained convictions for 127 offenders under Article 225-4-2, a significant increase compared to 17 in 2012. The government also obtained convictions for 23 offenders for the prostitution of children in 2013, compared with 19 in 2012. In addition, the government obtained convictions of eight offenders for forced begging, compared with 19 in 2012. Some trafficking cases may be reflected in the 719 convictions under the aggravated anti-pimping statute; a majority of the original arrests in those cases were for trafficking-specific offenses. The government improved data collection efforts and provided a more detailed disaggregation by type of trafficking, which provided a more nuanced understanding of victims, perpetrators, and the government's efforts to combat trafficking.

Traffickers were sentenced to multiple years of imprisonment. In May 2014, a Paris correctional tribunal sentenced three members of the "Hamidovic network" to between four to seven years' imprisonment for exploiting and forcing children to steal in the Paris metro system. The most stringent penalty, seven years' imprisonment and a 100,000 Euro ($122,000) fine, was issued *in absentia* for a fourth member and leader of the network who was at large at the end of the reporting period. In July 2014, the Marseille Correctional Tribunal sentenced six members of a

Bulgarian family to four to seven years' imprisonment for sex and labor trafficking offenses; the family forced six elderly Bulgarians to beg, among other crimes. In November 2014, 19 Nigerians were sentenced to seven years' imprisonment for operating a prostitution network; approximately 30 women, located in various cities throughout France, were forced into prostitution. The Ministry of Justice continued to offer an annual training session for prosecutors and magistrates on France's anti-trafficking laws. The government trained 19 judicial police on how to conduct investigations. France increased cooperation with international law enforcement agencies in 2014, as well as several cases with Bulgaria, China, and Romania to investigate trafficking cases. The government reported no new prosecutions or convictions of government employees complicit in trafficking offenses. In July 2014, the government launched a preliminary investigation into allegations that French soldiers stationed in the Central African Republic forced boy refugees to perform sex acts for money and food; the investigation was on-going at the close of the reporting period.

PROTECTION

The government sustained comprehensive protection efforts. The government had a formal procedure for identifying victims and an NGO-run referral mechanism. The government identified 467 victims of aggravated pimping and sex trafficking in 2014—440 females (including 27 girls) and 27 males (including one boy). By comparison, the government identified 912 victims of trafficking and pimping in 2013. This represents a significant decrease in the number of victims identified; however, the government provided more detailed information, including greater disaggregation of victim statistics by type of crime, which allows for a more accurate understanding of the data. An NGO received 252 reports of trafficking and assisted 180 victims who originated from 12 countries; the majority of victims assisted were females from West Africa, particularly Nigeria.

The Ministry of Social Affairs, the Ministry of Health, and the City of Paris provided funding for the Ac-Se system, an NGO-managed network of 50 NGO-run shelters assisting vulnerable adult victims of sex and labor trafficking. Ac-Se assisted 70 trafficking victims in 2014, compared with 68 in 2013, by providing them with shelter, legal, medical, and psychological services. Ac-Se received 205,000 euro ($222,000), with approximately 90 percent from the central government and ten percent from the City of Paris, in 2014. Local governments provided French language classes to victims, and some victims could qualify for subsidized housing and job training programs. Victims received 350 euro ($425) as an initial stipend from the government, and the equivalent of approximately 100 euro ($122) per month thereafter. Victims had to wait an average of seven days for access to a shelter in 2014, and Ac-Se reported it experienced difficulties in its capacity to provide a rapid response to victims. The central and municipal governments also partially funded the operation of a shelter in Paris and a small number of emergency apartments external to the Ac-Se system. Child protective services placed child trafficking victims into generalized children's shelters. The government continued to operate a hotline for children in abusive situations, including trafficking. Ac-Se operated a hotline that received an estimated 900 calls in 2014. While French authorities did not report overall funding allocations to NGOs for victims, the central government provided 1.7 million euro ($1.8 million) to NGOs for victim assistance in 2013.

The government had an NGO-run referral program to transfer victims detained, arrested, or placed in protective custody by law enforcement authorities to institutions that provide short-term care. The government also provided witness protection services for victims who worked with police to prosecute traffickers. NGOs assessed the referral process worked well when victims were willing to cooperate with law enforcement authorities; however, because victim assistance was based on cooperation with law enforcement, victims unwilling to cooperate did not receive assistance. French law provided for a 30-day reflection period for suspected victims; however, some authorities were reportedly not familiar with the reflection period and did not offer it. Victims were eligible for temporary residence permits, provided they cooperated with police investigations. The permits were typically valid for one year and were renewable every six months. The government issued first-time residency documents to 43 victims and renewals to 155 victims, with waiting periods for permits ranging from 15 days to 18 months. Victims who obtained residency were able to work or leave the country during trial proceedings. These permits were available during the duration of the criminal process and automatically became permanent upon an offender's conviction. In cases in which offenders were not convicted, local prefects had the discretion to grant permanent residence cards to victims. NGOs previously reported highly inconsistent practices among prefects in the issuance of residence permits, particularly if the victims had past convictions for prostitution. Some victims found it easier to apply for and obtain asylum, as the process involved no cost and no requirement to participate in a prosecution. Victims were eligible to receive restitution through the Crime Victims Compensation Program; 361,000 euro ($392,000) was allocated to victims in 2013 from this fund. The compensation request process often took several years to complete, and many victims had requests in progress; since its creation in 1985, it provided compensation to two victims—in 2007 and 2009. There were no specific reports of identified victims being penalized for crimes committed as a direct result of their being subjected to trafficking; however, approximately 1,500 individuals in prostitution have been arrested annually for soliciting. The government sponsored trainings for social workers and other government employees, including labor inspectors, on trafficking victim identification.

PREVENTION

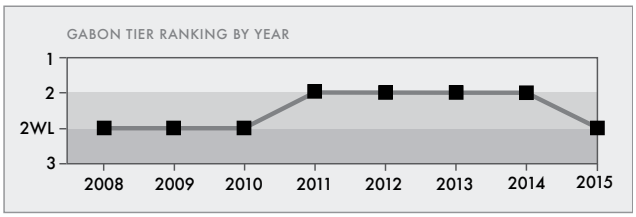
The government increased anti-trafficking prevention efforts. The government adopted a 2014-2016 national anti-trafficking action plan. The implementation of the plan was supported by a fund dedicated to trafficking victims and called for the appointment of a national rapporteur position; however, the rapporteur was not established during the reporting period. The government continued efforts to address child sex tourism committed by French citizens. NGO contacts estimated 15 French nationals were convicted every year for involvement in child sex tourism, mainly in Asia. French police conducted international investigations of child sex tourism. The government funded programs through airlines and tourism operators describing the penalties for child sex tourism and funded poster and pamphlet campaigns by NGO partners to reduce the demand for child prostitution and child sex tourism. Tourism and hospitality students in France were obligated to take coursework on preventing child sex tourism. The government took steps to reduce the demand for commercial sex by passing legislation in March 2015 designed to prevent human trafficking and protect victims by fining those found guilty of soliciting sex, and providing a six-month renewable residence permit for foreigners

regardless of whether they cooperate with law enforcement efforts. The government did not implement a national anti-trafficking awareness campaign. The French government provided anti-trafficking training to all peacekeeping troops prior to their deployment abroad on international peacekeeping missions. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

GABON: Tier 2 Watch List

Gabon is primarily a destination and transit country for women, men, and children from West and Central African countries subjected to forced labor and sex trafficking. Some victims transit Gabon *en route* to Equatorial Guinea. Boys are forced to work as street vendors, mechanics, or in the fishing sector. Girls are subjected to domestic servitude and forced labor in markets or roadside restaurants. West African women are forced into domestic servitude or prostitution in Gabon. Some foreign adults seek the help of smugglers for voluntary labor migration, but are subsequently subjected to forced labor or prostitution after arriving in Gabon without the proper documents for legal entry. During the reporting period, adult men were reportedly subjected to forced labor on cattle farms in Gabon. Traffickers appear to operate in loose, ethnic-based criminal networks, with female traffickers, some of whom are former trafficking victims, recruiting and facilitating the transportation of victims in countries of origin. In some cases, child victims report their families turned them over to intermediaries promising employment opportunities in Gabon. There is evidence some traffickers operate outside the capital to avoid detection.

The Government of Gabon does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Ministry of Health and Social Welfare provided assistance to 14 victims identified by local NGOs and assisted in the repatriation of 12 of these victims. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Gabon is placed on Tier 2 Watch List. The government initiated prosecution of only one suspected trafficker during the reporting period and, for the second consecutive year, did not convict a trafficking offender or enact a proposed amendment to criminalize adult trafficking. The government identified three victims in 2014 but did not refer them to care facilities, compared with 50 identified and referred to care during the previous reporting period. It has failed to identify any adult victims since 2009. The Inter-Ministerial Committee to Monitor Child Trafficking remained without sufficient funds to effectively coordinate national efforts and was inactive for much of the year.



RECOMMENDATIONS FOR GABON:

Increase efforts to prosecute, convict, and punish traffickers, including those involved in adult trafficking; enact provisions criminalizing all forms of adult trafficking; expand training for social workers, law enforcement, labor inspectors, and judicial staff to include adult trafficking; develop a system to track trafficking cases and provide relevant law enforcement and victim protection statistics; increase financial or in-kind support to government-run shelters and government-supported NGO shelters; train social workers and service providers in best practices of provision of care for trafficking victims; develop an inter-ministerial committee to address adult trafficking or expand the existing inter-ministerial committee's mandate to include adult trafficking; and expand national awareness-raising campaigns to include information on adult trafficking.

PROSECUTION

The government demonstrated decreased anti-trafficking law enforcement efforts. Existing laws do not prohibit all forms of human trafficking; for example, they do not criminalize bonded labor. Enacted in September 2004, Law 09/04 Concerning the Prevention and the Fight Against the Trafficking of Children in the Gabonese Republic prohibits child trafficking for both labor and sexual exploitation and prescribes penalties of up to a maximum of 40 years' imprisonment, in addition to fines; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Penal code Article 261 prohibits the procuring of a child for the purpose of prostitution and prescribes a sufficiently stringent penalty of two to five years' imprisonment. Law 21/63-94 prohibits forced prostitution of adults and prescribes sufficiently stringent penalties of two to 10 years' imprisonment, which are commensurate with those prescribed for other serious crimes, such as rape. Penal code Article 48 prohibits the use of children in illegal activities, prescribing penalties of five to 10 years' imprisonment. Title 1, Article 4 of the Gabonese labor code (Law 3/94) criminalizes all forms of forced labor, prescribing penalties of one to six months' imprisonment, which are not sufficiently stringent and do not reflect the serious nature of the offense. The government failed to pass its amendment to Law 09/04, drafted in 2013, to prohibit and punish the trafficking of adults.

The government reported at least 16 investigations and initiated prosecution of one suspect during the reporting period, compared with 50 investigations and nine prosecutions from the previous reporting period. Although the government initiated the prosecution of one suspect, the defendant fled the country as a result of case mismanagement and was not apprehended by the close of the reporting period. For the second consecutive year, the government failed to convict a trafficker. The government trained 40 law enforcement and civil society groups on victim identification and referral measures in 2014. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses. In 2013, the government investigated a local chief and a prosecutor for alleged complicity in a child labor trafficking case; however, the government did not provide an update on the investigation.

PROTECTION

The government decreased efforts to identify and refer victims to protective services. Government officials identified three child trafficking victims in 2014 but did not refer these victims to care facilities for assistance—a decrease from 50 victims identified and referred to care in the previous reporting period. Furthermore,

in one concerning instance in November 2014, due to the lack of appropriate care for an asthmatic trafficking victim, authorities inadvertently re-trafficked the child by returning him to the custody of his suspected trafficker. Nonetheless, in 2014, the Ministry of Health and Social Welfare provided assistance to 14 children identified by a local NGO and assisted in the repatriation of 12 of these victims.

The government provided an unknown amount of funding to support four centers offering shelter, medical care, education, and psycho-social services to orphans and vulnerable children, including child trafficking victims, in Libreville and Port Gentil. The government funded and ran two shelters, while the two others were NGO-run with partial government support; however, the government decreased funding to one of the government-run shelters in the 2014 budget. During the reporting period, existing shelters in Libreville were unable to accommodate all identified victims and other vulnerable children. Neither the government nor NGO-run transit centers were specifically designated for adult victims but in practice could provide shelter and services to adults; however, no adults were identified during the reporting period.

If victim repatriation was not an option, the Ministry of Social Affairs could provide a victim with immigration relief and resettle them in Gabon; an unknown number of victims availed themselves of this legal alternative during the reporting period. Prosecutors, police, and magistrates routinely took testimony at the time of arrest of the suspected traffickers or rescue of the victim. There were no reports of the government detaining, fining, or jailing victims due to acts committed as a result of their being subjected to trafficking.

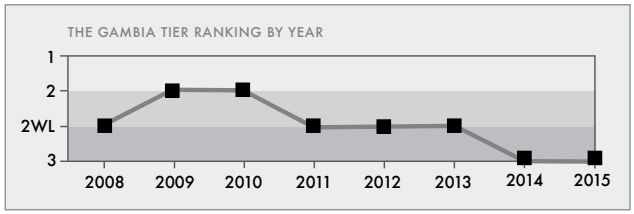
PREVENTION

The government made minimal efforts to prevent trafficking. The government's Inter-Ministerial Committee to Monitor Child Trafficking—the focal point for coordinating government anti-trafficking activities—remained without sufficient funding and was inactive for most of the year. The committee did not conduct any trafficking awareness campaigns. The government did not make any other discernible efforts to reduce the demand for forced labor or commercial sex acts during the reporting period. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government did not provide anti-trafficking training to 500 troops prior to their deployment as part of international peacekeeping missions.

THE GAMBIA: Tier 3

The Gambia is a source and destination country for women and children subjected to forced labor and sex trafficking. Within The Gambia, women, girls, and—to a lesser extent—boys are subjected to sex trafficking and domestic servitude. Women, girls, and boys from West African countries—mainly Senegal, Sierra Leone, Liberia, Ghana, Nigeria, Guinea, Guinea-Bissau, and Benin—are recruited for commercial sexual exploitation in The Gambia. The majority of these victims are subjected to sexual exploitation by European child sex tourists. Observers believe organized sex trafficking networks use both European and Gambian travel agencies to promote child sex tourism. Many Gambian boys attend Koranic schools led by religious teachers, known as *marabouts*; some corrupt or unscrupulous *marabouts* force such boys into begging and street vending. Gambian children have been identified as victims of forced labor in neighboring West African countries, including Ghana and Senegal. During the reporting period, approximately 60 Gambian girls were subjected to domestic servitude in Lebanon.

The Government of The Gambia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Although the government continued to sustain modest prevention efforts, it failed to demonstrate notable law enforcement or protection efforts during the reporting period. The government charged four traffickers, but failed to convict any trafficking offenders and did not provide any specific anti-trafficking training to law enforcement officials. Although the government identified and provided shelter to 19 Gambian victims in Lebanon, it did not identify or provide any trafficking victims with shelter or care within the country. Additionally, the government arrested a journalist for reporting on The Gambia's Tier 3 ranking in the 2014 TIP Report.



RECOMMENDATIONS FOR THE GAMBIA:

Vigorously investigate and prosecute trafficking offenses and ensure adequate sentencing for convicted trafficking offenders, including complicit government officials; train law enforcement personnel to identify trafficking victims proactively among vulnerable populations, such as boys in street vending, unattended children in tourist resorts known to be sex tourism destinations, and women in prostitution, and refer them to protective services; improve data collection and public reporting on victim identification and law enforcement efforts; develop standardized procedures for referring trafficking victims to NGO care services and inform government officials and the NGO community of such procedures; engage with anti-trafficking counterparts in the region to enable the safe repatriation of victims to and from The Gambia; and provide adequate funding and resources to the national coordinating body so it can effectively implement the anti-trafficking national action plan.

PROSECUTION

The government demonstrated minimal anti-trafficking law enforcement efforts. The Gambia's 2007 Trafficking in Persons Act prohibits all forms of trafficking and an October 2010 amendment increased the prescribed penalties to 50 years' to life imprisonment for all forms of trafficking. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The Gambia's 2005 Children's Act also prohibits child trafficking—though it does not include forced labor in its definition of trafficking—prescribing a penalty of life imprisonment. The 2003 Tourism Offenses Act explicitly prohibits child sex trafficking, prescribing a penalty of 10 years' imprisonment. The government investigated one trafficking case, but did not prosecute or convict any trafficking offenders in 2014. Law enforcement officials continue to lack adequate training to investigate and prosecute trafficking offenses, yet the government did not provide any specific anti-trafficking training to law enforcement during the

reporting period. In March 2015, the Magistrate Court charged four individuals with trafficking 19 Gambian women to Lebanon. Only one suspect appeared before the court; he was released on conditional bail, and a bench warrant was issued for the other three suspects. The case was adjourned pending the arrest of the three at-large suspects, although the trial cannot proceed until the young women are repatriated because their testimony is essential to the case. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses; however, law enforcement officers acting with impunity and corruption was a serious problem throughout the reporting period.

PROTECTION

The government demonstrated minimal efforts to protect trafficking victims. The government did not identify or provide services to any trafficking victims within the country during the reporting period. However, the government identified 19 Gambian girls who had been subjected to domestic servitude in Lebanon; the Gambian consulate placed the girls in a safe house while the government organized their repatriation. The Department of Social Welfare (DSW) operated a shelter for trafficking victims, abandoned children, and victims of domestic violence, as well as a drop-in center for street children; however, no trafficking victims were cared for in these facilities during the reporting period. The shelter offered 24-hour services to children and adults, but no victims in the shelter were allowed to leave the premises without a chaperone. The government continued to maintain an electronic child protection database, which includes information on trafficking cases, although no cases were identified in 2014. The 2007 Trafficking in Persons Act allows foreign victims to obtain temporary residence visas for the duration of legal proceedings; the government offers no other legal alternatives to the removal of foreign trafficking victims to countries where they may face retribution or hardship. There were no reports of victims being penalized for unlawful acts committed as a result of being subjected to trafficking; however, the lack of formal identification procedures likely resulted in victims remaining unidentified in the law enforcement system.

PREVENTION

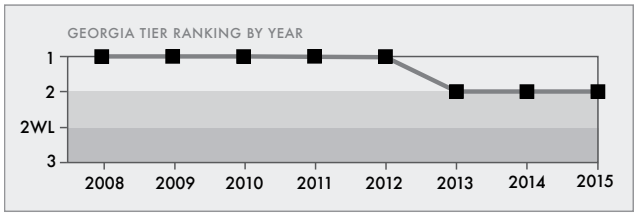
The government sustained modest prevention efforts. The National Agency Against Trafficking in Persons (NAATIP)—the coordinating body for governmental anti-trafficking efforts—continued to receive modest funding from the government. Its officials traveled to key border posts to sensitize immigration, police, and customs officers, as well as local community leaders, on human trafficking and the need to report any suspected cases directly to NAATIP. The DSW operated 34 community child protection committees during the reporting period, which held monthly meetings and sensitization activities, some of which covered trafficking. Five neighborhood watch groups established by DSW were also active in monitoring possible cases of child abuse or trafficking. These groups increased surveillance efforts in high traffic tourist areas. The DSW and the Department of Education continued to operate a program providing financial support and resources to 12 Koranic schools on the condition they refrain from forcing their students to beg; more than 1,000 children benefited from the program during the reporting period. The government contributed the equivalent of approximately $2,300 each month to fund the program in 2014.

In collaboration with international NGOs, the Gambian Tourism Board held training on child sex tourism for approximately 32 law enforcement officers, tourism industry operators, and members of the public. Authorities continued to enforce the 2005 ban on unattended children in resort areas and the DSW continued to operate five neighborhood watch groups to monitor urban areas near tourist resorts for possible cases of child abuse or child sexual exploitation. However, none of these efforts led to the referral of any child trafficking victims to protective services or the apprehension of any suspected traffickers or child sex tourists. Additionally, the government did not make any discernible efforts to decrease the demand for commercial sex acts during the reporting period. The government provided anti-trafficking training to Gambian troops before their deployment abroad on international peacekeeping missions. The government did not provide any anti-trafficking training or guidance for its diplomatic personnel.

GEORGIA: Tier 2

Georgia is a source, transit, and destination country for women and girls subjected to sex trafficking and men, women, and children subjected to forced labor. Women and girls from Georgia are subjected to sex trafficking within the country, in Turkey, and, to a lesser extent, in China, Egypt, Greece, the United Arab Emirates, and Russia. Women from Azerbaijan and Central Asian countries are subjected to forced prostitution in Georgia's commercial sex trade in the tourist areas of Batumi and Gonio in Adjara province. Experts report women are subjected to sex trafficking in saunas, strip clubs, casinos, and hotels. The majority of identified trafficking victims are young, foreign women seeking employment. Georgian men and women are subjected to forced labor within Georgia and in Turkey, Iraq, Russia, Azerbaijan and other countries. Georgian migrants pursuing employment in agriculture and other low-skilled jobs contact employers or agents directly, only later becoming victims in their destination country. In recent years, foreign nationals have been exploited in agriculture, construction, and domestic service within Georgia. Georgian, Romani, and Kurdish children are subjected to forced begging or coerced into criminality. No information was available about the presence of human trafficking in the separatist regions of Abkhazia and South Ossetia; however, the government and NGOs consider internally displaced persons from these occupied territories to be particularly vulnerable to trafficking.

The Government of Georgia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Investigations, prosecutions, and convictions increased during the reporting period. The prime minister signed a decree establishing a labor inspectorate with authority to enforce preventative measures related to labor trafficking. The government increased the number of anti-trafficking mobile units from three to four, providing law enforcement more resources and personnel to conduct trafficking investigations. However, law enforcement's limited investigative capabilities hampered trafficking investigations. Experts reported investigators focused on interrogating victims for evidence gathering, rather than interviewing them to determine whether or not they were potential victims. The government did not outline a strategy to systematically combat street begging; experts reported the police refused to investigate several cases of forced begging, claiming street begging is not a violation of child's rights under current legislation.



RECOMMENDATIONS FOR GEORGIA:

Increase investigative capacity of law enforcement officers through specialized training and assign police with specialized training in trafficking to participate in trafficking investigations; continue to incorporate victim-witness advocates during the investigative phase; increase efforts to investigate and prosecute suspected traffickers and convict labor and sex traffickers; enable and train the labor inspectorate to investigate potential labor trafficking; employ more effective, proactive methods to detect and identify trafficking victims among vulnerable populations; continue awareness-raising campaigns about the existence of human trafficking, legal recourse, and available protection services, targeted at vulnerable groups.

PROSECUTION

The government increased law enforcement efforts over the previous reporting period, but a lack of law enforcement capacity led to missed investigations. Georgia prohibits all forms of trafficking through the Law on Combating Trafficking in Persons and Article 143 of its criminal code, which prescribes penalties ranging from seven to 20 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government investigated 16 new cases—12 for sex trafficking and four for labor trafficking—compared with 11 investigations in the previous reporting period. Twelve investigations were ongoing. Authorities prosecuted five defendants for sex trafficking, compared with three in 2013. The government convicted five traffickers, compared with three in the previous reporting period. Of the six traffickers convicted, three received 12-year prison sentences and the remaining three received seven-, 13-, and 14-year prison sentences.

Law enforcement's limited investigative capabilities continued to hamper its capacity to investigate suspected traffickers. Some members assigned to anti-trafficking units in Tbilisi and Batumi continued to lack basic investigative skills. Experts reported investigators focused on interrogating victims for evidence gathering, rather than interviewing them for the purpose of determining whether they were potential victims. The government lacked sufficient well-trained female investigators to interview sex trafficking victims, who are predominantly female. Brothel owners, dance club owners, and taxi drivers involved in sex trafficking were investigated by law enforcement to acquire more information. Experts noted police failed to provide available resources to victim-witnesses, who experienced further trauma during the investigative process. Police fined large numbers of women in prostitution, many of whom who were not screened for human trafficking, and potential victims may have been compelled to testify against pimps and brothel owners. The government did not outline a strategy to systematically address street begging; experts report the police refused to investigate several cases of forced begging, claiming street begging is not a violation of child's rights under current legislation. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The government increased victim identification efforts and sustained efforts to protect trafficking victims. The government identified 17 trafficking victims; 10 females, including one minor, were sex trafficking victims, and 7 males were victims of labor trafficking. There was a low level of victim identification of children in exploitative situations on the street and Georgian and foreign workers in vulnerable labor sectors. In February 2015, the prime minister signed a decree establishing a labor inspectorate, which aimed to increase the government's capacity to identify victims of forced labor. Without the participation of victim assistance service providers, some police raids on brothels did not involve proper screening of potential victims.

The government funded and operated two shelters that provided medical aid, psychological counseling, and legal assistance to 16 trafficking victims in the reporting period, all of whom also received financial assistance from the government. The government reported foreign trafficking victims were eligible for temporary residence permits, but no foreign victims requested them during the reporting period. The government reported victims were encouraged to assist law enforcement with investigations and prosecutions, although their assistance is not required in order to receive government protection or shelter services; ten of the 17 identified victims assisted law enforcement. In one case, information obtained from a victim helped law enforcement identify and assist another victim, as the second victim was discovered while searching the house of the alleged trafficker. Victims of all ages, genders, and nationalities had access to services on an equal basis. Deportation of trafficking victims was not permitted by law. The government referred all identified victims to care facilities; however, assistance was not always offered at the investigative stage. Investigators often focused on interrogating women for evidence gathering, rather than interviewing them for purposes of determining whether they could be potential trafficking victims.

PREVENTION

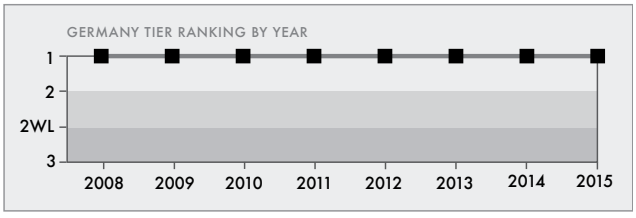
The government sustained trafficking prevention efforts. Government officials participated in television, radio, and print media programs to raise awareness. In August 2014, the government funded a local NGO to discuss the risks of labor trafficking in Turkey in the border town of Adjara. Officials supported an initiative to develop a government-funded system to support the rehabilitation of children living on the street, a demographic vulnerable to trafficking. During the reporting period, the government provided services to 535 vulnerable children *via* three mobile teams, three care facilities, and two shelters. The government, in partnership with an international organization, produced video clips on trafficking, assistance available for victims, and contact information for law enforcement, which were broadcast on the public broadcasting system. The government, in partnership with an international organization, developed and disseminated 40,000 anti-trafficking flyers in five languages throughout Georgia's Tourism Information Centers located in large metro centers as well as the Tbilisi, Kutaisi, and Batumi airports. The government continued to fund an anti-trafficking hotline operated by police within the government's anti-trafficking division, as well as another hotline operated by the state fund that received calls from trafficking victims. During the year the anti-trafficking hotline received calls from 100 persons and the state fund hotline received 171 calls. The government demonstrated efforts to reduce the demand for sex trafficking or forced labor by distributing 40,000 flyers in five languages that

warned the public of trafficking and discouraged the use of services of trafficking victims, including a reference to Article 143 of the criminal code. The government provided anti-trafficking training and guidance for its diplomatic personnel.

GERMANY: Tier 1

Germany is a source, transit, and destination country for women, children, and men subjected to sex and labor trafficking. Most identified sex trafficking victims in Germany (86 percent in 2013) are European nationals, primarily Bulgarians, Romanians, and Germans. Nationals of Nigeria, other parts of Africa, Asia, and the Western Hemisphere are also subjected to sex trafficking in Germany. Most sex trafficking victims are exploited in bars, brothels, and apartments. A substantial number of identified sex trafficking victims (22 percent in 2013) reported they had initially agreed to engage in prostitution. Approximately half of identified victims are under the age of 21. Asylum seekers are increasingly vulnerable to sex and labor trafficking in Germany and traffickers use asylum shelters to find victims. Labor trafficking victims are predominantly European nationals, including Bulgarians, Poles, and Romanians, but also include nationals from Afghanistan and Pakistan. Identified and suspected victims of forced labor are exploited in agriculture, hotels, construction sites, meat processing plants, seasonal industries, restaurants, and diplomatic households. Roma and foreign unaccompanied minors are particularly vulnerable to trafficking, including forced begging and coerced criminal behavior. Various governments reported German citizens engaged in sex tourism abroad.

The Government of Germany fully complies with the minimum standards for the elimination of trafficking. The government continued to prosecute and convict traffickers, identified and assisted sex trafficking victims, registered 61 labor trafficking victims, and made efforts to assess labor trafficking in Germany. Efforts to hold traffickers accountable continued to be undercut by weak sentences for trafficking convictions. The total number of government-registered victims, investigated cases, and defendants prosecuted and convicted for sex trafficking fell significantly from the previous year, while the number of suspected victims and investigations of labor trafficking rose. Government efforts to identify and assist labor trafficking victims and prosecute and convict labor traffickers remained inadequate given the scope of the problem, partially due to weaknesses in Germany's labor trafficking statute, Section 233 of the criminal code.



RECOMMENDATIONS FOR GERMANY:

Increase efforts to address labor trafficking, including by revising Section 233 of the criminal code to ensure proof required under the law does not unduly restrict investigations and prosecutions of labor trafficking offenses; increase proactive identification of labor trafficking victims and vigorous investigation and prosecution of labor trafficking crimes, convicting and punishing offenders with sentences commensurate with the severity of the crime; fully integrate labor trafficking into cooperation agreements and provide more consistent and stable funding of sex and labor trafficking victim assistance at the state level; standardize victim assistance measures and government-civil society cooperation across the 16 federal states, and increase the number of victims provided services through counseling centers; expand longer-term residence permit eligibility for victims that is not reliant on victims' willingness to testify at trial; establish policies to encourage victims to self-identify and work with law enforcement including by addressing the requirement that officials report migrants' undocumented status; encourage prosecutors' offices to assign specialized prosecutors to trafficking cases; establish an independent national anti-trafficking rapporteur to produce assessments of the government's anti-trafficking efforts; strengthen awareness campaigns targeting beneficiaries of forced labor and clients of the sex trade, particularly in the most frequented red light districts; and include all convictions for human trafficking in reported conviction data.

PROSECUTION

The government maintained law enforcement efforts. Germany prohibits all forms of sex and labor trafficking; sex trafficking is criminalized under Section 232 and forced labor under Section 233 of the criminal code. Punishments prescribed in these statutes range from six months' to 10 years' imprisonment and are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Section 233, however, posed significant challenges for practitioners due to its complex wording and scope of application. As a result, law enforcement officials and prosecutors often pursued prosecutions for offenses that were easier to prove than coercion in labor trafficking. Tracking of trafficking convictions was limited by a record-keeping system that did not record convictions as having involved trafficking when an accompanying criminal charge had a higher statutory sentence than the trafficking statute. Government-reported statistics continued to reveal convicted traffickers frequently avoided imprisonment, creating potential safety problems for trafficking victims, weakening deterrence, and undercutting law enforcement efforts of police and prosecutors.

In 2013, the most recent year for which comprehensive statistics were available, state and federal authorities completed 425 sex trafficking investigations, compared with 491 in 2012. Authorities prosecuted 118 defendants for sex trafficking in 2013, compared with 142 in 2012. Courts convicted 77 sex traffickers in 2013, compared with 115 in 2012, and suspended prison sentences for the vast majority of convicted traffickers. Most convicted traffickers received lenient prison sentences that were suspended due to a provision in the criminal code allowing the suspension of assigned prison terms of less than two years, particularly for first-time offenders. Of the 77 sex traffickers convicted, only 17 were sentenced to prison, receiving sentences between two and 10 years. The government investigated 53 labor trafficking cases in 2013, compared with 11 in 2012. Authorities prosecuted 15 alleged labor traffickers in 2013, compared with 16 in 2012. Fourteen of these offenders were convicted, compared with 10 in 2012. None of the 14 convicted labor traffickers were imprisoned. Whereas sex trafficking cases were frequently led by prosecutors with experience leading victims through trial processes, labor trafficking cases were mostly assigned to financial or economic crime sections with less experience with trafficking

or victim-centered prosecutions. NGOs and officials reported mixed experiences with the judiciary; while some judges were sensitive to victims' trauma, others subjected victims to repeated testimonies or made insensitive statements about their experiences. Judges were not required to take training of any kind, including on trafficking crimes and victim-centered procedures. Both the Federal Criminal Police and state-level police collaborated with EUROPOL and several foreign governments, including Romania, Bulgaria, and Nigeria, to investigate trafficking cases. The German Judicial Academy offered anti-trafficking training to prosecutors and judges. The Federal Criminal Police organized several specialized seminars to educate investigating officers and prosecutors on trafficking topics. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government maintained victim protection efforts. Authorities identified 542 sex trafficking victims in 2013, compared with 612 in 2012; counseling centers cared for 30 percent of those identified. The government registered 61 labor trafficking victims, a significant increase from 14 in 2012. Police identified 54 percent of victims. Requirements that officials inform immigration authorities of any undocumented migrants that come to their attention impaired labor trafficking victim identification and led to under-reporting of trafficking crimes. Thirteen of the 16 states had formal cooperation agreements with trafficking counseling centers, but not all of these agreements addressed labor trafficking. NGOs, funded in part by the government, operated counseling centers in 45 cities, providing or facilitating shelter, medical and psychological care, legal assistance, vocational support, and other services largely for adult female sex trafficking victims. Trade union-affiliated and migrant counseling centers coordinated with trafficking NGOs and the partially federally funded labor alliance to offer support to labor trafficking victims. Many state governments provided significant supplemental funding for the support of victims, but long-term financial funding was scarce.

The government offered undocumented victims a reflection period of three months to decide if they wanted to testify in court, and NGOs confirmed it was applied in practice. Victims who agreed to testify were entitled to live and work in Germany for the duration of the trial. Those who testified were normally repatriated following trials; however, victims who faced personal injury or threats to life or freedom in their countries of origin could apply for long-term residence permits. State interior ministries circulated instructions on the application of humanitarian residence permits for victims. Authorities encouraged victims to participate in investigations and prosecutions of traffickers. German law enables victims to join criminal cases as joint plaintiffs and to pursue civil remedies; however, victims often had difficulty obtaining compensation due to inconsistent case law from higher courts. German law also entitles victims to interpreters and to have a third-party from a counseling center to accompany them to all interviews. The law permits exemption of trafficking victims from criminal prosecution for minor crimes they committed during the course of their trafficking experience; however, German prosecutors anecdotally described issuing small or "suspended" fines to some victims for crimes such as narcotics possession.

PREVENTION

The government maintained efforts to prevent trafficking. Labor trafficking was not as highly prioritized as sex trafficking, but the government continued to increase steps to assess labor trafficking in the country and improve policy to address forced labor through a partially federally funded labor alliance conducting research, raising awareness, and providing victim identification training. The Federal-State Working Group on Trafficking in Persons reviewed counter-trafficking issues, disseminated best practices, provided input to new laws and directives, and collaborated with a variety of coordination bodies at the state and local levels. The government supported a variety of coordination initiatives. In one such initiative, the North Rhine-Westphalia Roundtable on Prostitution published and provided the government with a report making recommendations to improve legislative requirements for police investigations and protections for people in prostitution. The Federal Agency for Migration and Refugees conducted trainings and created standard operating procedures on handling and reporting suspected trafficking cases in response to the increasing number of trafficking victims within the asylum system. The government in cooperation with one NGO continued to hold informational events and annual in-person interviews with domestic workers employed by embassies in Berlin without the presence of their employers. The government sustained funding for public awareness campaigns in Germany and abroad.

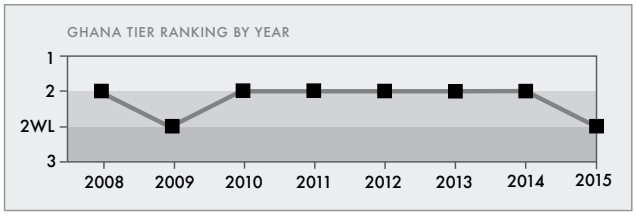
The German Federal Criminal Police continued to publish an annual report on trafficking in Germany, describing law enforcement efforts, victim trends, and challenges in addressing the crime. The government continued to lack a national rapporteur to provide independent, self-critical analysis of the government's efforts to address trafficking. The government did not make efforts to reduce the demand for commercial sex or forced labor. The government continued to fund a hotline for women affected by violence, including female trafficking victims. A government-funded NGO published a short film to raise awareness about child sex tourism and the government's newly launched online platform for tourists to report suspected crimes. Although law enforcement collaborated with foreign officials to investigate German citizens' participation in child sex tourism, there were no reported prosecutions of German offenders in Germany. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government trained military personnel to recognize and prevent trafficking prior to their deployment abroad on international peacekeeping missions.

GHANA: Tier 2 Watch List

Ghana is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. The trafficking of Ghanaians, particularly children, within the country is more prevalent than the transnational trafficking of foreign migrants. Ghanaian boys and girls are subjected to forced labor within the country in fishing, domestic service, street hawking, begging, portering, artisanal gold mining, quarrying, herding, and agriculture. Ghanaian girls, and to a lesser extent boys, are subjected to prostitution within Ghana. Child prostitution is prevalent in the Volta region and is growing in the oil-producing western regions. Ghanaian girls are subjected to a form of forced ritual servitude to atone for sins of a family member, which can last for a few months or several years. There has been an increase in the number of Ghanaian girls and young women from the northern region working as head porters in greater Accra; they are at risk for sex trafficking and forced labor. Ghanaian women and children are

recruited and sent to West Africa, the Middle East, and Europe for forced labor and sex trafficking. There was an increase in the number of young Ghanaian women recruited with the promise of domestic or hospitality industry jobs in Kuwait, Qatar, Saudi Arabia, and Lebanon. After their return many of them reported being deceived, overworked, starved, abused, molested, and/or forced into prostitution. Ghanaian men were also recruited under false pretenses to the Middle East and subjected to forced labor in the domestic sector and forced prostitution. In recent years a few Ghanaian men and women were identified as victims of forced labor in the United States. Women and girls voluntarily migrating from Vietnam, China, and neighboring West African countries are subjected to sex trafficking in Ghana. Citizens from West African countries are subjected to forced labor in Ghana in agriculture or domestic service. Ghana is a transit point for West Africans subjected to sex trafficking in Europe, especially Italy and Germany. Reports of corruption and bribery in the judicial system continued, stymieing anti-trafficking measures.

The Government of Ghana does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Ghana is placed on Tier 2 Watch List. During the reporting period, the failure to provide operating budgets for law enforcement and protection agencies hampered the government's anti-trafficking efforts. Although the Anti-Human Trafficking Unit (AHTU) of the Ghana Police Service (GPS) continued law enforcement efforts focused primarily on cross-border trafficking cases, it once again relied heavily on foreign donors and NGOs to support these efforts and significantly fewer victims were identified. Additionally, for the fourth year, the government did not provide anti-trafficking training to prosecutors despite acknowledgment that such training was needed. The government supported protective services for foreign national victims, but did not provide any funding for the human trafficking fund for victim services or to its two shelters, which remained in dangerous condition and unable to provide basic services and security to residents. In a positive step, the government reconvened the Human Trafficking Management Board (HTMB).



RECOMMENDATIONS FOR GHANA:

Continue to investigate and prosecute trafficking offenses—including internal labor and sex trafficking—and convict and punish trafficking offenders; designate an attorney general's prosecutor in each region to lead the prosecution of human trafficking cases; provide the police's AHTU adequate resources to conduct law enforcement efforts; train law enforcement, child labor inspectors, and social welfare personnel to proactively identify trafficking victims among vulnerable populations—such as women in prostitution, migrant workers, and children working in agriculture, mining, fishing, and portering—and refer them to protective services; provide trafficking-specific training to prosecutors and other judicial personnel; adopt the legislative instrument and fully implement the 2005 Human Trafficking Act; provide sufficient government funding for protective services to victims, including to the human trafficking fund; ensure the maintenance of government-operated shelters and training of staff in victim care; improve data collection and reporting on victims identified and assisted; take appropriate measures to regulate the activity of licensed and unlicensed recruitment agencies and investigate agencies suspected of participating in human trafficking of Ghanaian migrant workers; and provide adequate resources for the HTMB to finalize and implement the national plan of action against trafficking.

PROSECUTION

The government continued anti-trafficking law enforcement efforts. The 2005 Human Trafficking Act—amended in 2009 to align its definition of human trafficking with the 2000 UN TIP Protocol—prohibits all forms of trafficking and prescribes penalties of five to 20 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. In 2014, the government conducted 94 investigations, initiated 15 prosecutions, and secured seven convictions, compared with 140 investigations, 20 prosecutions, and six convictions in the previous year. Most of the investigations involved suspected transnational trafficking. One conviction involved forced child labor, while six were for sex trafficking crimes involving adult victims. The convicted traffickers received sentences ranging from five to 10 years' imprisonment. The Attorney General's Department prosecutors did not report prosecuting trafficking cases; the AHTU and the GPS prosecutors were responsible for the vast majority of the human trafficking investigations, prosecutions, and convictions, but the AHTU did not receive an operating budget during the reporting period and relied on funding and support from international and local donors for operations. As in previous years, AHTU officials were unable to act on many suspected trafficking reports because they lacked resources, such as logistical support, facilities, and equipment to conduct investigations.

Although officials acknowledged prosecutors lacked training and resources to prosecute trafficking cases fully, no prosecutors have received specific anti-trafficking training since 2011. The government did not support any specialized anti-trafficking training for government officials during the reporting period, although new recruits in the Ghana Immigration Service and the GPS received training on trafficking-related topics as part of their basic introductory training. Although government officials have cited the need for parliamentary approval of a "legislative instrument"—akin to implementing regulations—to apply the 2005 Human Trafficking Act more effectively, the draft instrument remained under review after more than three years. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses; however, reports of general corruption and bribery in the judicial system continued during the reporting period, inhibiting law enforcement action.

PROTECTION

The government demonstrated decreased efforts to protect victims. The government did not keep comprehensive statistics for the number of trafficking victims identified; however, the AHTU and the Human Trafficking Secretariat reported identifying 146 victims, at least 82 of whom were Ghanaian victims returning from trafficking situations in Gulf countries in 2014. This is a decrease from 182 victims reported identified in 2013. Most

child victims were referred to NGO-run facilities that offered protective care; the government provided adult foreign national victims with hotel accommodation and food. No information is available regarding assistance to Ghanaian victims returned from the Gulf. The Human Trafficking Fund, which was established by the 2005 Human Trafficking Act to finance protection efforts, was unfunded for the third consecutive year; shelters operated in seriously dilapidated conditions without the resources to make basic repairs, and government officials used donor and their own personal funds to assist victims. The Department of Social Welfare (DSW) was responsible for operating the two government-supported shelters in Ghana—the Shelter for Abused Children in Osu (Osu Shelter), a multipurpose shelter, and the Madina Shelter for Rescued Trafficked Children in Madina (Madina Shelter), the only shelter specifically for trafficking victims; however, the DSW did not provide any funding to these shelters during the reporting period and both shelters were in serious disrepair and lacked security. The Madina Shelter provided shelter to only one child trafficking victim during the reporting period before its use as a shelter was discontinued in mid-2014. Additionally, the Osu Shelter is located on the same compound as a juvenile correctional facility, and there is no structural barrier protecting the victims from criminal offenders. Shelter officials struggled to feed, clothe, and provide general care for trafficking victims, relying primarily on support from international organizations. Both shelters provided short-term care, generally limiting victims' stays to three months, although extensions were granted on a case-by-case basis. The Osu Shelter had a maximum capacity of 30 child victims; the government therefore relied heavily on NGOs to provide shelter and care to child victims. There were no government-run shelters for adult victims.

The government did not employ formal procedures to identify victims among vulnerable groups, such as women in prostitution or children at work sites; however, law enforcement agencies operating at the border initiated questioning to recognize indicators of trafficking. The government encouraged an unspecified number of victims to assist in the investigation and prosecution of trafficking offenders and provided them with protective escorts and legal counsel during trial proceedings; however, law enforcement officials stated they did not have the means to provide shelter or to effectively protect witnesses. Foreign victims may seek temporary residency during the investigation and prosecution of their cases and, with the interior minister's approval, permanent residency if deemed to be in the victim's best interest; no victims sought temporary or permanent residency during the year. There were no reports victims were penalized for unlawful acts committed as a direct result of being subjected to trafficking; however, due to a lack of formal victim identification procedures, some unidentified victims may have remained unidentified in the law enforcement system.

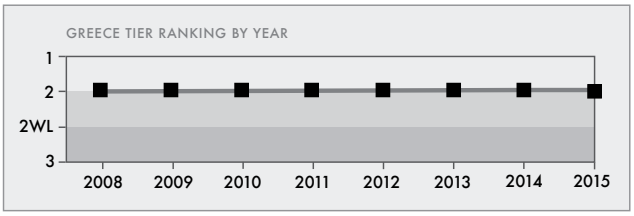
PREVENTION

The government demonstrated a modest increase in anti-trafficking prevention efforts. With support of an international organization in 2014, the government reconvened the HTMB, the inter-ministerial committee responsible for advising the Ministry of Gender, Children, and Social Protection (MGCSP) on anti-trafficking policy, promoting prevention efforts, and facilitating the rehabilitation and reintegration of trafficking victims. However, the MGCSP did not receive any government funding to fulfill its mandate to conduct monitoring and evaluation, data collection, and research relating to trafficking. With support from an international organization, the MGCSP and members of the HTMB began review of the draft national action plan, which was not finalized or adopted during the reporting period. The government partnered with local administrative bodies, at the district, municipal, and community levels to conduct awareness campaigns on the dangers of child labor and child trafficking and, with donor support, participated and assisted in the organization of similarly focused anti-trafficking information campaigns, including sensitization programs in the Volta region and cocoa-producing communities. State-owned radio and television programs aired anti-trafficking programming and partnered with an NGO to show a documentary on child trafficking on 540 inter-city buses. In response to increasing reports of serious physical abuse and sex and labor trafficking of Ghanaian women recruited for domestic and hospitality jobs in the Middle East, the Ghana Immigration Service issued a warning to Ghanaians regarding the dangers of such travel, and Ghanaian authorities called for the abolition of the visa permitting such employment in Middle Eastern countries. Despite acknowledging the growing number of unlicensed and fraudulent recruitment agencies increasingly facilitating the trafficking of Ghanaian men and women to the Middle East, the government failed to increase its oversight of recruitment agencies or investigate and prosecute those allegedly responsible for fraudulent recruitment. The government took no measures to decrease the demand for forced labor. In an effort to reduce the demand for commercial sex acts, AHTU continued to arrest potential clients. The government did not provide anti-trafficking training to Ghanaian troops prior to their deployment abroad on peacekeeping missions, though such training was provided to Ghanaian troops by foreign donors. The government did not provide anti-trafficking training for its diplomatic personnel.

GREECE: Tier 2

Greece is a transit, destination, and, to a very limited extent, source country for women and children subjected to sex trafficking and men, women, and children subjected to forced labor. Some women from Eastern Europe (including Bulgaria, Romania, and Albania), Greece, Russia, Nigeria, and China are subjected to sex trafficking in Greece. Victims of forced labor in Greece are primarily children and men from Eastern and Southern Europe, South Asia, and Africa. Migrant workers from Bangladesh, Pakistan, and Afghanistan are susceptible to debt bondage, reportedly in agriculture. Most labor trafficking victims reportedly enter Greece through Turkey along irregular migration routes from the Middle East and South Asia. Romani children from Albania, Bulgaria, and Romania are forced by family members to sell goods on the street, beg, or commit petty theft in Greece. The increase in unaccompanied child migrants in Greece has increased the number of children susceptible to exploitation. Some public officials have been investigated for suspected involvement in human trafficking.

The Government of Greece does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government convicted fewer traffickers and prosecuted fewer suspects compared to the previous reporting period. Police identified fewer trafficking victims and the government failed to make all victim services authorized by law readily accessible to victims. There was no government-run shelter for adult male victims and no emergency shelter easily accessible for victims of trafficking. The government provided limited in-kind support to NGOs providing victim services and shelter.



RECOMMENDATIONS FOR GREECE:

Vigorously prosecute and convict traffickers, including officials complicit in trafficking; provide training to law enforcement, prosecutors, and judges on a victim-centered approach to prosecutions; train law enforcement officers to improve screening for trafficking victims among asylum seekers, women in prostitution, irregular migrants, and other vulnerable populations; ensure all services available by law for victims are provided, particularly medical care; establish specialized shelters for trafficking victims and provide shelter for adult male victims; employ witness protection provisions already incorporated into law for victims to further encourage their participation in investigations and prosecutions; draft a national action plan for combating trafficking; and integrate messages targeted towards vulnerable minority populations into existing awareness campaigns.

PROSECUTION

The government sustained law enforcement efforts, yet the number of dedicated police officers focusing on human trafficking continued to decline due to severe budgetary constraints stemming from Greece's financial crisis. Greek Law 3064/2002 and Presidential Decree 233/2003 prohibit both sex trafficking and forced labor and prescribe punishments of up to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Police investigated 36 human trafficking cases, compared with 37 cases in 2013; six of the investigations were for forced begging or labor. In 2014, the government prosecuted 125 defendants on suspicion of committing trafficking-related crimes, a decrease from 142 in 2013 and 177 in 2012. Of these, 17 defendants were prosecuted for labor exploitation, including forced begging, and 108 defendants for sexual exploitation. Due to limitations in data collection capabilities, conviction information is not available from all courts, and information related to specific charges in prosecutions was available only once convictions were reached; therefore, government data could not disaggregate human trafficking trials from prosecutions of non-trafficking crimes involving sexual and labor exploitation. Only partial data on convictions from approximately half of the courts in Greece was available, as was the case in prior years. This partial data shows that the government convicted 31 traffickers, compared with 46 convictions in 2013. Sentences ranged from five to 32.5 years' imprisonment and fines; two sentences were suspended. In one instance, an NGO reported that a court convicted sex traffickers under pimping laws that carried lesser penalties.

Civil society criticized the outcome of a trial involving labor trafficking charges against three Greek foremen accused of shooting into a crowd of some 200 Bangladeshi migrant workers who had been protesting over six months of unpaid wages at a strawberry farm. In July 2014, a Greek court acquitted the farm owner and his lead foreman and suspended prison sentences against two other alleged offenders pending appeal. A statement issued by an NGO highlighted flaws in the preliminary investigation of the incident, lack of independent interpreters used in victim examinations, and lack of police protection for the victims. There have been no confirmed instances of labor inspections finding similar cases of trafficking in rural areas where seasonal agricultural work occurs, despite reports of their existence from NGOs and journalists.

The anti-trafficking police unit held seminars on trafficking for police cadets and webinars for police directorates. The government did not provide comprehensive trainings for judges or prosecutors on trafficking cases or using a victim-centered approach. Police reported suspending several corrupt police officers involved in bribery, blackmail, and the exploitation of women, although the women in these cases have not been confirmed to be trafficking victims. In May 2014, police arrested members of a criminal ring involved in the sexual exploitation of foreign women; the alleged ringleader was a policeman who was suspended pending further investigation. There is no confirmation that this case was related to trafficking victims, and the case remained pending at the end of the reporting period. In 2013, two police officers were arrested for involvement in a sex trafficking ring and charged with providing internal police information to traffickers; this case remained under investigation with no trial scheduled by the end of the reporting period.

PROTECTION

The government's protection efforts decreased in some areas, but increased in others. Police identified a total of 64 potential trafficking victims, compared with 99 in 2013; 48 were victims of sexual exploitation and 16 were victims of forced begging or labor exploitation. Fourteen victims were children. Thirty officially recognized and potential victims received assistance from the government, an increase from 22 in 2013. Eighteen victims received services through government-run shelters, an increase from 15 in 2013. The government was unable to determine how much funding was spent exclusively on victim assistance, and NGOs expressed concerns regarding government funding shortfalls caused by Greece's six-year economic crisis and fiscal measures imposed as part of Greece's international bailout. Trafficking victims could access one state-run emergency shelter for victims of violence prior to their referral to one of 21 state-run shelters for victims of violence regardless of residency status. Only those victims with residence permits or who were EU nationals could access the 21 state-run shelters. NGOs also administer shelters funded by government and private funding where children, including victims of trafficking, are referred to for shelter and support services. The government had cooperation agreements and memoranda of understanding in place with three NGOs to house, protect, and assist children in danger, including underage trafficking victims, and female victims of violence, including trafficking victims. The government provided in-kind donations in the form of rent-free buildings for four NGO shelters that assisted victims of violence. Twenty officially recognized trafficking victims and 10 potential victims received government-funded assistance including psychological support, medical care, and legal aid. Eighteen sex trafficking victims stayed at government-run shelters; NGOs sheltered an additional 13 trafficking victims. A privately funded NGO ran the only shelter exclusively for trafficking victims in Greece, which was also the only shelter that could accommodate male victims. Child victims were served in government-run shelters, NGO shelters, and facilities for unaccompanied minors, but were not housed in specialized facilities for trafficking victims. Reportedly, victims had difficulty obtaining medical care, as some health workers were unaware of victim service provisions. The

government trained law enforcement, immigration officers, social service workers, labor inspectors, and health workers in identifying trafficking victims and on following written procedures to identify victims. Police had a screening process to ensure that possible victims of trafficking in custody were not deported or sent to migrant detention centers, and NGOs recommended that formal training should be compulsory for migrant detention center staff. NGOs reported positive cooperation with police anti-trafficking units and noted improvement in victim identification procedures, though efforts were still lagging, particularly at land and maritime borders.

Greek law provides witness protection to victims during trial; however, an NGO reported that no trafficking victims have received full witness protection privileges to date. Greek law provides for the presence of mental health professionals when victims are testifying. The law allows the use of audiovisual technology for remote testimony, but many courts lacked the capabilities to deploy these resources. Foreign nationals identified by a public prosecutor as a victim of trafficking could be granted a one-year residence permit, renewable every two years as long as a criminal investigation was ongoing. The government did not issue any new temporary residence permits to trafficking victims in 2014, compared with 12 issued in 2013. Authorities renewed the temporary residence permits of 32 female trafficking victims, compared with 42 renewed permits in 2013. A procedural change in the issuance and renewal of residence permits requires all applicants, including trafficking victims, obtain all the relevant documents necessary to verify their status. Greek law exempts victims from punishment for unlawful acts committed as a direct result of being subjected to human trafficking. Greek authorities reportedly arrested and detained trafficking victims for prostitution offenses without screening for signs of trafficking.

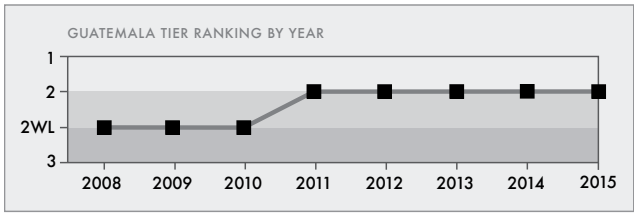
PREVENTION

The government sustained efforts to prevent trafficking. The Office of the National Rapporteur on Human Trafficking, which is charged with coordinating anti-trafficking efforts, continued to increase its staffing. There was no national action plan exclusively for anti-trafficking efforts; however, awareness-raising and training on trafficking was included in the national action plan for human rights. To address demand for labor trafficking, the office of the national rapporteur signed a memorandum of cooperation with a network of companies committed to slave-free supply chains. The office of the national rapporteur also supported numerous events to raise public awareness on trafficking-in-persons issues. The government continued a public awareness campaign with a hotline targeting female victims of violence, including trafficking victims, and continued to run an anti-trafficking public awareness campaign on television, radio stations, and social media targeting female victims of violence, including human trafficking. NGOs reported a need to increase trafficking prevention efforts in Greece's border areas where Romani and Muslim minority populations are concentrated. The government ratified the Council of Europe Convention on Action against Trafficking in Human Beings in April 2014. The government made efforts to reduce the demand for commercial sex acts. The government provided anti-trafficking guidance for its diplomatic personnel. New Greek diplomats were provided manuals on identification of trafficking victims to facilitate granting visas.

GUATEMALA: Tier 2

Guatemala is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Guatemalan women, girls, and boys are exploited in sex trafficking within the country and in Mexico, the United States, Belize, and other foreign countries. Foreign child sex tourists, predominantly from Canada, the United States, and Western Europe, and Guatemalan men, exploit children in prostitution. Women and children from other Latin American countries and the United States are exploited in sex trafficking in Guatemala. Guatemalan men, women, and children are subjected to forced labor within the country, often in agriculture or domestic service, and in agriculture, the garment industry, small businesses, and domestic service in Mexico, the United States, and other countries; domestic servitude in Guatemala sometimes occurs through forced marriages. Indigenous Guatemalans are particularly vulnerable to labor trafficking. Guatemalan children are exploited in forced labor in begging and street vending, particularly within Guatemala City and along the border area with Mexico. Child victims' family members are often complicit in their exploitation. Criminal organizations, including gangs, exploit girls in sex trafficking and coerce and threaten young males in urban areas to sell or transport drugs, commit extortion, or be hit men. Some Latin American migrants transiting Guatemala *en route* to Mexico and the United States are subjected to sex trafficking or forced labor in Mexico, the United States, or Guatemala. Media sources have reported allegations of widespread sexual violence committed by staff in a government psychiatric facility; some of this abuse may comprise sex trafficking. Police, military, and elected officials have been investigated for paying children for sex acts, facilitating child sex trafficking, or protecting venues where trafficking occurs.

The Government of Guatemala does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government increased anti-trafficking law enforcement efforts—convicting more traffickers in 2014 than in 2013 and obtaining the country's first convictions for labor trafficking. The Secretariat against Sexual Violence, Exploitation, and Trafficking in Persons (SVET) enhanced government coordination on anti-trafficking initiatives, including through the establishment of department-level networks to raise awareness of trafficking. The government opened and fully funded two specialized shelters and increased funding for services for child sex trafficking victims, but the overall number of victims receiving assistance declined compared with 2013. There remained no shelter options for adults that permitted freedom of movement, and specialized services for male victims and labor trafficking victims were limited. Authorities did not prosecute or convict any government officials for complicity in trafficking crimes, and complicity investigations from previous years languished in the pre-trial phase.



RECOMMENDATIONS FOR GUATEMALA:

Improve access to specialized services for all victims, including for male victims; increase efforts to hold government officials criminally accountable for complicity in trafficking; pursue legislative changes that would permit adults access to open shelters, witness protection, and non-residential service options; continue efforts to vigorously investigate and prosecute trafficking offenses, especially suspected cases of forced labor and domestic servitude, with the goal of convicting and punishing traffickers; increase training for judges, who under Guatemalan law have the sole responsibility to refer victims to care, to ensure all victims are referred to appropriate care facilities; provide reintegration and witness protection support to victims to increase their security after they leave shelters; sustain funding for specialized victim services, including those administered by NGOs; increase efforts to identify trafficking victims, particularly among vulnerable populations such as working children, returning migrants, individuals in the sex trade, and children apprehended for illicit gang-related activities; sustain existing child sex tourism prevention activities and increase efforts to investigate, prosecute, and convict child sex tourists; target prevention activities toward the most vulnerable populations, including indigenous communities; and continue anti-trafficking training for relevant officials.

PROSECUTION

The government strengthened efforts to prosecute and convict sex and labor traffickers, but did not prosecute or convict any public officials complicit in trafficking. The anti-trafficking law of 2009 prohibits all forms of trafficking, although it includes irregular adoption as a form of trafficking, and prescribes penalties from eight to 18 years' imprisonment, which are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The government initiated investigations of 402 trafficking cases and prosecuted 62 individuals for "trafficking-related" offenses in 2014; the majority of cases involved sex trafficking, while an unknown number involved forced labor. Authorities convicted 20 traffickers, with sentences ranging from eight to 48 years' imprisonment. In comparison, the government prosecuted 67 suspects and convicted 10 traffickers in 2013. Among the traffickers convicted in 2014 were four individuals who forced girls to work in bars, restaurants, and hotels; these represent the first labor trafficking convictions in Guatemala. Anti-trafficking police and prosecutors' ability to conduct investigations outside of the capital, while improved, continued to be limited by a lack of funding. Some members of the judiciary lacked adequate proficiency to correctly apply the country's anti-trafficking law. Local experts reported some prosecutors lacked adequate training, and at times charged suspected traffickers using laws that carry lesser sentences. Officials identified few cases of forced labor or cases that did not involve organized crime elements. Officials did not identify any cases of forced criminal activity. Guatemalan authorities held training sessions for prosecutors, social workers, and other officials. With international support, the government trained 219 labor inspectors, police, and migration officials on trafficking. The government cooperated with officials in Mexico, El Salvador, Honduras, and Nicaragua on trafficking investigations.

Trafficking-related corruption impeded anti-trafficking efforts. Police, military, and elected officials have been investigated for paying children for sex acts, facilitating child sex trafficking, or protecting venues where trafficking occurs. The government investigated one local official for purchasing commercial sex acts from a child in 2014. It did not prosecute or convict any officials for complicity in human trafficking during the reporting period, nor did it report any developments in four criminal investigations of complicit government officials from the previous year. High-profile cases involving officials complicit in trafficking crimes stalled; charges against the son of a late Supreme Court justice implicated in a child sex trafficking ring remained under appeal for more than a year, and there were no developments in cases against 16 other individuals implicated in this ring.

PROTECTION

The government made limited progress in protecting victims, but the majority of identified victims did not receive services, and the number of victims receiving services declined. Authorities maintained standard operating procedures for identifying sex trafficking victims, and labor officials implemented a protocol to identify potential sex and labor trafficking victims during labor inspections. The government identified 287 victims and NGOs identified an additional 50 victims, a decrease from 570 potential victims identified in 2013. Authorities did not provide complete statistics on the age and gender of victims or the type of trafficking they experienced; at least 90 were girls, 26 were boys, and 16 were women.

In 2014, the government adopted a protocol to guide government agencies in procedures to assist victims. Guatemalan law requires judges to make all referrals to public or private shelters; in 2014, judges referred 132 victims to shelters, a decrease from 196 in 2013. The majority of identified victims, 205, was not referred and therefore did not receive services. In September 2014, the government opened two shelters dedicated to providing short-term accommodation, and medical, psychological, and educational services, to child trafficking victims; these shelters assisted 36 children. The government gave 3.45 million quetzales ($452,000) to one NGO that provided shelter and specialized services to 34 victims; it also provided funding to an NGO that served female victims of violence, including five trafficking victims. Another NGO provided services for 11 girls. There were few services in the country available for male victims; most boys and some girls were placed in a government shelter that housed child victims of abuse or neglect as well as child offenders. In 2014, 30 children were placed in this facility; there are reports that trafficking victims were not always separated from other residents, and local experts reported concerns with safety and quality of care in this shelter. There were no shelters for men. The sole facility available to women was a government shelter that restricted residents' movements outside the shelter, effectively denying their ability to earn an income or participate in other outside activities while in the shelter. Sixteen women chose to reside in this shelter in 2014; those who did not were not eligible to receive the government's psychological, social, or vocational services for trafficking victims.

NGO shelter operators expressed concern for victims' safety upon being discharged from shelters. They cited insufficient ongoing case management and reintegration services in government shelters, leaving some victims vulnerable to re-trafficking or retaliation from traffickers—particularly those whose cases involved organized crime groups or public officials. NGOs provided the only services to fill this gap, at times sheltering victims on a long-term basis. Judges at times referred child victims to their families, leaving some vulnerable to re-trafficking, as family members were often complicit in their exploitation. Officials had difficulty recognizing domestic servitude or other types of forced labor not involving

criminal networks as human trafficking; victims of these forms of trafficking were unlikely to be referred to protective services.

Authorities encouraged victims to assist with the investigation and prosecution of traffickers, and an unspecified number did so, with legal and psychological support from NGOs. Victims residing in government facilities did not receive adequate legal support or witness protection. Prosecutors cited the lack of appropriate protection options for adult victims as a significant impediment to pursuing prosecutions in cases involving adults. Victims had the right to file civil claims; legal teams in NGO shelters assisted at least 10 victims in obtaining restitution from criminal convictions. There were no reports identified victims were detained, fined, or otherwise penalized for unlawful acts committed as a direct result of being subjected to human trafficking. The government, however, did not recognize children forced to engage in criminal activity as trafficking victims; officials and NGOs acknowledged some of these victims may have been prosecuted or otherwise treated as criminals. Repatriated victims could be referred to services, though authorities typically did not screen for indicators of trafficking among the large numbers of Guatemalans returned from abroad, including unaccompanied migrant children. Guatemalan law provided legal alternatives to the removal of foreign victims who may face hardship or retribution upon return to their home countries, but all known foreign victims opted for repatriation.

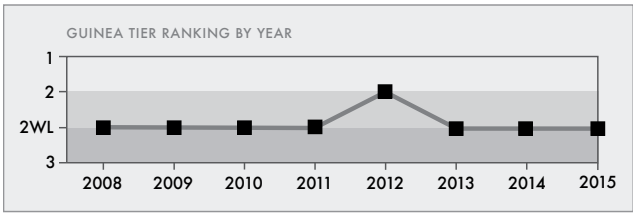
PREVENTION

The government continued strong prevention efforts. SVET, which reports directly to the vice president, continued to oversee the interagency anti-trafficking commission and coordinate government efforts against trafficking as well as gender-based violence. In October 2014, the government approved a new 10-year anti-trafficking public policy. The government established 13 additional regional interagency commissions against trafficking and sexual violence, bringing the total to 23. The government conducted numerous awareness campaigns that included information about trafficking and reached more than 127,000 members of the public; some officials expressed concern these were not effective in reaching the most vulnerable segments of the population, including indigenous communities. The government, in partnership with civil society, continued to recruit partners in the tourism industry to sign a code of conduct that encouraged signatories to report potential cases of child sex tourism to authorities, and it implemented an awareness campaign against child sex tourism. However, there were no reported prosecutions or convictions of child sex tourists or other individuals who purchased commercial sex from children. The government provided anti-trafficking training for its diplomatic personnel and for Guatemalan troops prior to their deployment abroad on international peacekeeping missions. The government took no discernible efforts to reduce the demand for forced labor.

GUINEA: Tier 2 Watch List

Guinea is a source, transit, and—to a lesser extent—destination country for men, women, and children subjected to forced labor and sex trafficking. The majority of trafficking victims are children, and trafficking is more prevalent among Guinean citizens than foreign migrants in Guinea. Girls are sometimes sent to intermediaries who subject them to domestic servitude and commercial sexual exploitation, while boys are forced to beg on the streets, work as street vendors or shoe shiners, or labor in gold and diamond mines. Some women, men, and children are subjected to forced labor in agriculture. For example, reports indicate children are sent to the coastal region of Boke for forced labor on farms or to Senegal for education in Koranic schools, some of which exploit students through forced begging. Some Guinean boys and girls are subjected to forced labor in gold mining in Senegal, Mali, and possibly other West African countries. Guinea is a transit point for West African children subjected to forced labor in gold mining throughout the region. A small number of girls from neighboring West African countries migrate to Guinea, where they are subjected to domestic servitude and to possible commercial sexual exploitation. Women and girls are subjected to domestic servitude and sex trafficking in various countries in West Africa, Europe, the Middle East, and the United States. During the reporting period, there were increased reports of girls and women exploited in sex trafficking in Europe. Boys are exploited in prostitution in the Netherlands. Thai, Chinese, and Vietnamese women are subjected to forced prostitution in Guinea.

The Government of Guinea does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Guinea is placed on Tier 2 Watch List for a third consecutive year. Guinea was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking and it has committed to devoting sufficient resources to implement that plan. During the reporting period, an outbreak of Ebola Virus Disease severely affected the country and overwhelmed the government's resources and capacity to effectively address a variety of issues, including trafficking in persons. Although the government prosecuted four alleged traffickers and convicted three traffickers during the reporting period, it imposed inadequate sentences. The government did not provide adequate resources or training to law enforcement and judiciary personnel, identify or provide protective services to victims, provide any funding to support activities of its national anti-trafficking committee, or take any tangible action to prevent trafficking during the reporting period.



RECOMMENDATIONS FOR GUINEA:

Increase efforts to investigate and prosecute trafficking offenses, and convict and impose adequate sentences on trafficking offenders, including complicit officials; provide specialized anti-trafficking training to law enforcement officials and magistrates; increase prescribed penalties for forced prostitution; provide specialized training to border officials to recognize both adult and child trafficking victims and to refer them to protective services; regularly convene the national anti-trafficking committee and provide adequate resources and training to committee members to

support their efforts; develop and implement a national action plan to combat trafficking in persons; develop systemic procedures for the referral of victims to care; strengthen partnerships with NGOs and international organizations to ensure improved care for victims; enhance collaboration and information sharing mechanisms among government agencies involved in combating trafficking; and increase efforts to raise public awareness about trafficking, including the trafficking of adults.

PROSECUTION

The government maintained modest anti-trafficking law enforcement efforts. Guinean law does not prohibit all forms of trafficking; for example, debt bondage is not criminalized. Article 330 of the 2012 penal code prohibits forced prostitution and prescribes penalties of two to five years' imprisonment; these penalties are sufficiently stringent, but not commensurate with penalties prescribed for other serious crimes, such as rape. Article 337 of the 2012 penal code prohibits individuals from entering into agreements to deprive third parties of their liberty, prescribing penalties of five to 10 years' imprisonment and confiscation of any proceeds from the crime. Articles 385-396 of the 2009 child code prohibit all forms of child trafficking and prescribe penalties of five to 10 years' imprisonment and the confiscation of any proceeds from the crime. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. These penalties are not, however, generally imposed in practice as Article 49 of the criminal code generally authorizes judges, if they find "mitigating" circumstances, to reduce imprisonment to less than 16 days and a nominal fine or even simply a maximum fine of two million Guinean francs ($270).

The government did not initiate any new investigations during the reporting period. However, it concluded an investigation from March 2014, which led to four prosecutions and the conviction of three trafficking offenders for forced child labor, an increase from the previous year, in which the government only prosecuted and convicted one trafficking offender. Nonetheless, the court issued inadequate sentences for the three offenders convicted in 2014, penalizing each trafficker with only four months' imprisonment—the amount of prison time already served at the time of sentencing—rather than the applicable minimum sentence of five years' imprisonment. The Office for the Protection of Gender, Children, and Morals within the Guinea police, responsible for investigating trafficking and child labor, remained severely underfunded. The government did not provide any anti-trafficking law enforcement training during the reporting period. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses; however, general corruption among law enforcement and the judiciary remained an issue.

PROTECTION

The government demonstrated minimal efforts to protect trafficking victims. The government failed to proactively identify or directly provide services to trafficking victims during the reporting period; furthermore, it did not provide funding or in-kind support to NGOs that assisted victims. The government continued to refer child victims to NGOs on an *ad hoc* basis and, in one case, worked with NGOs to reunite victims with their families. In that case, the government worked with the Government of Senegal to repatriate 12 victims of forced child labor to Guinea and then subsequently worked with an NGO to ensure that the children were ultimately reunited with their families.

Although legally available, the government did not provide temporary or permanent residency to any victims from countries where they would face retribution or hardship. There was no evidence the government encouraged trafficking victims to participate in the investigation or prosecution of their traffickers during the year; reports indicated victims, or victims' parents in cases involving children, were reluctant to file claims against trafficking offenders due to limited access to justice, a lack of confidence in the justice system, corruption, and potential threats of reprisal. There were no reports that the government detained, fined, or jailed victims for unlawful acts committed as a result of being subjected to trafficking; however, due to a lack of formal victim identification procedures, some unidentified victims may have been penalized for such crimes.

PREVENTION

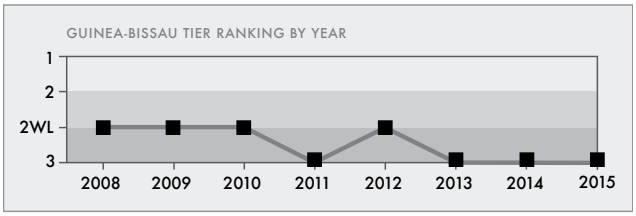
The government demonstrated minimal efforts to prevent trafficking. The national anti-trafficking committee drafted a national action plan in July of 2014; however, this plan was not finalized at the end of the reporting period. Nonetheless, the government adopted an interim written plan. The committee did not receive an operational budget and remained inactive for the majority of the reporting period. The government did not launch any trafficking awareness campaigns. It did not take any tangible steps to reduce the demand for forced labor or commercial sex acts. During the reporting period, the government did not provide anti-trafficking training or guidance for its diplomatic personnel or peacekeeping troops deployed abroad.

GUINEA-BISSAU: Tier 3

Guinea-Bissau is a source country for children subjected to forced labor and sex trafficking. The extent to which adults are subjected to forced labor or forced prostitution is unclear. Many Bissau-Guinean boys attend Koranic schools led by religious teachers, known as *marabouts*; some corrupt or unscrupulous *marabouts* force such boys into begging in Guinea Bissau. Some *marabouts* subsequently transport boys to Senegal or, to a lesser extent, Mali or Guinea, for the same purpose. The principal traffickers are men from the regions of Bafata and Gabu—often former students of the *marabouts*, known as *talib*es—who are generally well-known within the communities in which they operate. Bissau-Guinean boys are subjected to forced labor in street vending in Guinea-Bissau and in manual labor in the agriculture sector and mining in Senegal. Bissau-Guinean girls are subjected to forced labor in street vending and domestic servitude in Guinea and Senegal; a smaller number may be subjected to child prostitution in these countries.

The Government of Guinea-Bissau does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Although an elected constitutional government assumed power in June 2014, it did not demonstrate any progress over the reporting period, compared with the anti-trafficking efforts during the previous transitional government's administration. Despite enacting an anti-trafficking law and finalizing and adopting a national action plan in 2011, the government failed to demonstrate any notable anti-trafficking efforts for a third consecutive year. It did not take law enforcement action against suspected trafficking crimes, identify or provide

adequate protection to trafficking victims, conduct any prevention activities, or implement its national action plan in 2014.



RECOMMENDATIONS FOR GUINEA-BISSAU:

Vigorously investigate and prosecute trafficking offenses and convict and punish trafficking offenders, including unscrupulous *marabouts* who use *talibes* for forced begging; provide anti-trafficking training to law enforcement, labor, and social welfare officials on victim identification and referral and case investigation techniques; train judicial personnel about the 2011 anti-trafficking law; reconvene the Inter-Ministerial Steering Committee on Trafficking and allocate specific funds for the implementation of the national action plan; establish a formal victim referral mechanism between the government, NGOs, and international organizations providing care to trafficking victims; improve data collection efforts, including the number of victims identified and referred to protective services; and make efforts to raise public awareness on human trafficking.

PROSECUTION

The government failed to demonstrate any notable law enforcement efforts. Public Law 12/2011 prohibits all forms of human trafficking and prescribes penalties of three to 15 years' imprisonment and the confiscation of any proceeds from the crime. The 2009 child code prohibits all forms of child trafficking and prescribes penalties of three to 10 years' imprisonment and the confiscation of any proceeds from the crime. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The government, however, did not use these or other existing laws to prosecute trafficking cases during the reporting period. In March 2015, the Judicial Police commenced an investigation of potential child labor trafficking; the investigation was ongoing at the close of the reporting period. Guinea-Bissau's judicial system lacks sufficient human and physical capital to function properly and corruption remains pervasive. The government did not provide any specialized training to law enforcement officials on investigating or prosecuting trafficking crimes. It did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses; however, observers report that some police and border guards might accept bribes from trafficking offenders.

PROTECTION

The government made inadequate efforts to identify and protect victims, although it provided modest financial assistance to one NGO that cared for trafficking victims. The government did not provide any statistics on the number of victims identified during the reporting period, though an NGO reported it had identified and provided services to 104 Bissau-Guinean child victims in its transit centers in 2014. The government did not make systematic efforts to identify victims proactively and, although it occasionally referred victims to NGOs and international organizations, it continued to rely entirely on these entities to provide all victim assistance. During the reporting period, the government contributed five million West African CFA francs ($9,280) to an NGO that operated two multipurpose shelters that provided care for an unknown number of victims; these facilities were severely underfunded and understaffed. There was no specialized care available to trafficking victims. While the government did not initiate any prosecutions during the reporting period, officials reported efforts to encourage adult family members and neighbors to participate in legal proceedings against suspected child traffickers. The government does not provide legal alternatives to removal to countries in which victims would face retribution or hardship. There was no evidence the government detained, fined, or jailed trafficking victims for unlawful acts committed as a result of their being subjected to trafficking.

PREVENTION

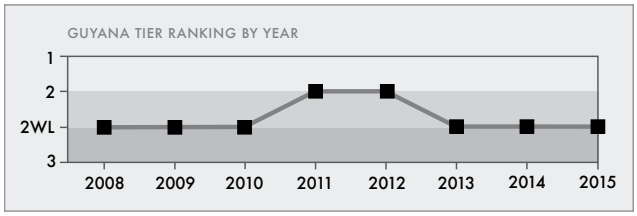
The government did not make any tangible efforts to prevent trafficking in persons. There is no evidence the Inter-Ministerial Steering Committee on Trafficking, established in 2009 to coordinate the government's anti-trafficking efforts, continued to exist or that the government had taken any steps to implement the national action plan adopted by the previous government in 2011. This plan also obligates the government to contribute to anti-trafficking efforts from its general funds each year; however, with the exception of the funds allocated to the aforementioned NGO, no additional funds were dedicated to anti-trafficking efforts in 2014. The government took no discernible measures to reduce the demand for commercial sex acts or forced labor during the year. The government did not provide anti-trafficking training or guidance for its diplomats prior to their deployment abroad.

GUYANA: Tier 2 Watch List

Guyana is a source and destination country for men, women, and children subjected to sex trafficking and forced labor. Women and children from Guyana, Venezuela, Suriname, Brazil, and the Dominican Republic are subjected to sex trafficking in mining communities in the interior and in urban areas. Victims are subjected to forced labor in the mining, agriculture, and forestry sectors, as well as in domestic service and shops. Children are particularly vulnerable to sex trafficking and forced labor. Limited government presence in the interior renders the full scope of trafficking crimes unknown. Guyanese nationals are subjected to sex and labor trafficking in Suriname, Jamaica, and other countries in the Caribbean region. Some police officers are complicit in trafficking crimes, and corruption impedes anti-trafficking efforts.

The Government of Guyana does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Guyana is placed on Tier 2 Watch List for a third consecutive year. Guyana was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking, and it has committed to devoting sufficient resources to implement that plan. The government released its anti-trafficking action plan in June 2014; however, the government made uneven efforts to implement it during the reporting period.

The government convicted only one trafficker—a police officer. The judiciary initially demonstrated positive progress in denying the trafficker's bail request; however, upon the trafficker's appeal of his sentence, it subsequently approved the bail request and released the trafficker. Government efforts to investigate, prosecute, and convict traffickers and identify and assist victims remained limited. The government provided insufficient support to NGOs that identified and assisted a significant number of victims.



RECOMMENDATIONS FOR GUYANA:

Vigorously investigate and prosecute sex and labor trafficking cases and hold convicted traffickers accountable with time in prison that is commensurate with the severity of the crime; provide increased funding for NGOs to identify and assist victims; investigate, prosecute, and convict government officials complicit in trafficking; make additional efforts to enable victims to appear in court and testify against traffickers in a way that does not further endanger victims; develop child-sensitive investigation procedures and court procedures that protect the privacy of children and minimize their re-traumatization; in partnership with NGOs, develop and publicize written standard operating procedures to guide and encourage front-line officials—including police, health, immigration, labor, mining, and forestry personnel—to identify and protect victims of forced labor and forced prostitution; do not punish victims for crimes committed as a result of being subjected to human trafficking; and offer increased protection and assistance for victims near mining communities.

PROSECUTION

Law enforcement efforts remained insufficient. The Combating Trafficking of Persons Act of 2005 prohibits all forms of trafficking and prescribes sufficiently stringent penalties ranging from three years' to life imprisonment. These penalties are commensurate with penalties prescribed for other serious crimes, such as rape. Weak law enforcement efforts hindered the process of holding traffickers accountable. Between April 2014 and January 2015, the government investigated seven trafficking cases involving an unknown number of suspects and prosecuted four suspected traffickers. Information on the distribution of sex and labor trafficking cases was unavailable. The government convicted one trafficker, compared with three in 2013. The convicted trafficker was a police officer sentenced to four years' imprisonment for child sex trafficking; he was initially denied bail, but ultimately granted bail pending appeal on April 1, 2015. In 2013, the government released three convicted traffickers on bail while their cases were under appeal; these three convicted traffickers were still free on bail and had not had their appeals heard at the end of the reporting period. In 2014 and previous years, Guyanese courts ultimately dismissed the majority of ongoing trafficking prosecutions. The government trained eight police officers on trafficking victim identification and case investigation. Law enforcement cooperated with the Governments of Suriname and Jamaica on four international sex and labor trafficking cases.

PROTECTION

The government sustained some efforts to identify victims, but victim assistance remained insufficient, and the government penalized some suspected trafficking victims. The Ministry of Labour, Human Services, and Social Security reported referring 16 potential victims to care—largely provided by NGOs—between April 2014 and January 2015. The government did not provide information on how many victims were adults or children, male or female, or sex or labor trafficking victims. In comparison, the government reported identifying 23 victims in 2013, including 10 children, five male labor trafficking victims, and 18 sex trafficking victims. Government resources devoted to victim protection remained inadequate, and authorities did not consistently provide assistance specific to the needs of trafficking survivors. The government provided victims medical assistance, food, and counselling. An NGO—with 10 million Guyanese dollars ($49,500) in assistance from the government—operated a shelter for victims of domestic violence in Georgetown that assisted 14 victims of sex trafficking. A separate NGO provided housing and assistance to 12 victims of sex trafficking without government support. Donor-funded organizations provided much of the support for victims. In areas outside of the capital, NGOs provided shelter and assistance to victims, often in dangerous conditions, without any government funding. Longer-term shelter and protection was not available in Guyana, putting victims at risk of traffickers' reprisals as the government did not punish most traffickers with incarceration. Reports indicated identified victims were re-trafficked or became homeless after receiving inadequate protection services from the government. The government reported it was developing standard operating procedures to guide officials in identifying trafficking victims.

Victims often did not testify in court as officials failed to locate and inform them of court dates. Victims also did not testify when they had no transportation to courts or could not afford residency in Guyana in the months before their court date. The government did not adequately address this problem, which contributed to the low number of trafficking convictions. Guyana's law protects victims from punishment for crimes committed as a result of being subjected to human trafficking; however, in November, the government charged, and subsequently placed in police custody, a group of Nepalese suspected to have been subjected to trafficking while illegally present in Guyana. Government officials reported cooperation with NGOs to develop child-sensitive investigation and prosecution procedures; a lack of these procedures put children at risk of reprisal from traffickers. Guyana's law provides relief from deportation for foreign victims; the government did not report extending such relief to foreign victims over the past year.

PREVENTION

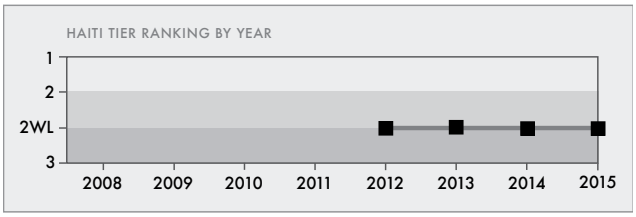
The government sustained efforts to prevent trafficking. The government's ministerial taskforce consisted of representatives from multiple government entities and two NGOs. A leading NGO that has played a significant role in identifying and assisting trafficking victims was not included, despite the organization's critical role in victim protection. The government released an action plan to address trafficking in June 2014; however, it made uneven efforts to implement the plan. It conducted a variety of awareness-raising activities including distribution of posters at checkpoints in the interior, programs at secondary schools, community awareness initiatives, and publication of a newspaper article in observance of trafficking awareness day. The government

operated a trafficking hotline, but did not report how many calls it received. The government did not make efforts to reduce the demand for commercial sex acts or forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

HAITI: Tier 2 Watch List

Haiti is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Most of Haiti's trafficking cases consist of children in domestic servitude vulnerable to beatings, sexual assaults, and other abuses by individuals in the homes in which they are residing. A significant number of dismissed and runaway child domestic servants end up in prostitution or are forced into begging or street crime. Citizens of the Dominican Republic are exploited in sex trafficking and forced labor in Haiti. Other vulnerable populations include: low-income Haitians; children working in construction, agriculture, fisheries, and street vending; women and children living in camps for internally displaced persons set up as a result of the 2010 earthquake; female-headed or single-parent families; children in unscrupulous private and NGO-sponsored residential care centers; and Haitians without documentation, including those returning from the Dominican Republic or The Bahamas. Haitians are vulnerable to fraudulent labor recruitment abroad. Haitian children are exploited in prostitution, domestic servitude, agriculture, construction, and forced begging in the Dominican Republic. Haitian adults and children are exploited in forced labor primarily in the Dominican Republic, other Caribbean countries, South America, and the United States. Deficiencies and corruption in the judicial system impair efforts to prosecute criminals, including traffickers.

The Government of Haiti does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Haiti is placed on Tier 2 Watch List for a fourth consecutive year. Haiti was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to meet the minimum standards for the elimination of trafficking and is devoting sufficient resources to implement that plan. The government reported four investigations and prosecuted two suspects under Haiti's 2014 anti-trafficking law and identified 22 potential trafficking victims, a significant increase from the number identified in 2013. The government also developed a new national anti-trafficking action plan. The government has not convicted any traffickers and identified and assisted few victims of forced labor compared to the scope of the problem. The government lacked adequate victim identification and referral procedures and relied on NGOs to assist victims with minimal government support.



RECOMMENDATIONS FOR HAITI:

Vigorously investigate, prosecute, convict, and sentence traffickers, including those responsible for domestic servitude and child sex trafficking; implement the new national anti-trafficking action plan; increase funding for trafficking victim assistance, including by working with the donor community to develop long-term, sustainable funding mechanisms for trafficking victim service providers; enforce provisions to guarantee victims are not detained or penalized for crimes committed as a direct result of being subjected to human trafficking; continue to train police, prosecutors, and judges on trafficking; and in partnership with NGOs, adopt and employ formal procedures to guide officials in proactive victim identification and referral of child and adult victims to appropriate shelters and services.

PROSECUTION

The government made progress in anti-trafficking law enforcement efforts, but continued to lack any trafficking convictions. In June 2014, authorities enacted Law No. CL/2014-0010, which prohibits all forms of human trafficking and prescribes penalties of seven to 15 years' imprisonment. The law provides for increased penalties of up to life imprisonment for human trafficking committed with aggravating circumstances, such as if the victim is a child or the trafficker is a public official, among other circumstances. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The judiciary's systemic weaknesses and vulnerability to corruption hampered implementation of the law. Laws criminalizing trafficking-related crimes, such as abuse of children or prostitution, may be used to hold traffickers accountable, although there were no reports that traffickers were ever convicted under these laws. In contrast with the previous three reporting periods, the government reported four investigations and two prosecutions involving two suspected traffickers using the new law. One case involved the attempted labor trafficking of 17 children and the other involved sex trafficking of three foreign girls and two women. One of the two suspects was placed in pre-trial detention, and authorities issued an arrest warrant for the second suspect. After the judge's mandate expired in the first case, the government reassigned the case to ensure the investigation could move forward. At the close of the reporting period, no traffickers had been convicted. Law enforcement pursued a third investigation initially believed to be a human trafficking case, but it was subsequently prosecuted under other charges. In a fourth case, a U.S. citizen was investigated and charged for alleged crimes against children, including potential trafficking; but the charges were later dropped. The government did not report any investigations, prosecutions, or convictions of government employees for alleged complicity in trafficking-related offenses. The government continued efforts to train new police cadets on human rights issues, and to improve the response to crimes, including trafficking, against marginalized groups.

PROTECTION

The government sustained some efforts to identify and assist trafficking victims. The government did not systematically track data regarding trafficking victim identification, but reported working with NGOs to reunify more than 250 child domestic workers in exploitative situations with their families. Haitian authorities identified five potential foreign victims and 17 potential Haitian victims and worked with an international organization to facilitate the voluntary return of foreign victims. In 2014, Haitian officials removed some children from vulnerable situations and placed them

in appropriate care; however, NGOs noted some children placed in transitional homes did not receive adequate assistance. Authorities did not adopt stand-alone, government-wide procedures to guide all front-line responders in the identification and referral of potential victims. Observers noted officials' ability to identify victims, in the absence of such guidelines, varied widely. The government also did not have standard protocols to conduct forced labor inspections. The government improved referral by establishing eight child protection and eight women protection referral networks, which include referral for trafficking victims.

NGOs provided the majority of victim care services without government funds. Labor and social welfare inspectors often lacked basic materials and reliable transport. The budget for the Institute for Social Welfare and Research (IBESR) was insufficient to cover the basic protection needs of children throughout Haiti, including trafficking victims. Two state institutions provided care for vulnerable children, some of whom were at risk of becoming trafficking victims, but authorities did not report if any trafficking victims were housed at these facilities in 2014. The government did not offer any specific services for adult victims. The government did not have a formal program to assist victims who returned to Haiti. In preparation for potential increased migration across the border after the June 15 deadline for registration of migrant workers in the Dominican Republic, the government began coordinating efforts with international organizations and NGOs to receive potential expellees. Concurrently, the government continued to work with the Government of the Dominican Republic to ensure that any expulsions were conducted in a measured and humane manner. The 2014 anti-trafficking law establishes formal victim protection policies to encourage trafficking victims to assist in the investigation and prosecution of trafficking offenders and prohibits penalizing victims for crimes committed as a direct result of being subjected to human trafficking. However, observers reported law enforcement officials sometimes detained children before they were transferred to social services. The law provides immigration relief for foreign victims of human trafficking; however, authorities had not used the provision because the identified foreign national victims chose to return to their country of origin.

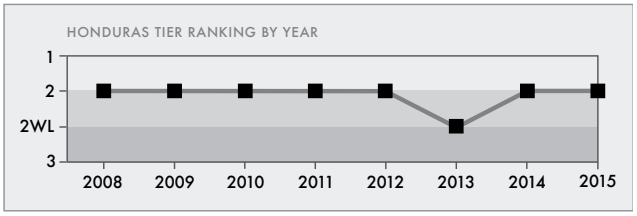
PREVENTION

The government sustained efforts to prevent trafficking. Authorities adopted a national anti-trafficking action plan spanning March 2015 through 2017. An informal inter-ministerial working group to coordinate governmental anti-trafficking efforts met during the reporting period, as did the national commission for the elimination of the worst forms of child labor. With foreign government funding, the government launched a national anti-trafficking awareness campaign as a series of radio spots on the 2014 anti-trafficking law, trafficking indicators, and sanctions for traffickers. The government managed a social services hotline, and authorities conducted 52 investigations stemming from hotline calls, including four for potential trafficking. The government also continued a campaign to raise public awareness about child labor, child trafficking, and other child protection concerns. IBESR closed five residential care centers in 2014 that were operating in violation of international standards, and removed children from exploitative situations where they were exposed to a high risk of human trafficking. The government also continued a partnership with community representatives to monitor night clubs for sexual exploitation. The 2014 anti-trafficking law includes sanctions for individuals who knowingly procure commercial sex acts from trafficking victims, but authorities had not used the sanctions to hold purchasers accountable and did not report efforts to reduce the demand for forced labor. The government did not provide anti-trafficking training for its diplomatic personnel. Authorities did not report any convictions for child sex tourism.

HONDURAS: Tier 2

Honduras is principally a source and transit country for men, women, and children subjected to sex trafficking and forced labor; to a much lesser extent, it is a destination for women and girls from neighboring countries subjected to sex trafficking. Honduran women and children are exploited in sex trafficking within the country and in other countries in the region, particularly Mexico, Guatemala, El Salvador, and the United States. LGBT Hondurans are particularly vulnerable to sex trafficking. Honduran men, women, and children are subjected to forced labor in agriculture, street vending, and domestic service in Honduras and forced labor in other countries, particularly in Guatemala, Mexico, and the United States. Indigenous Miskito boys from Honduras are vulnerable to forced labor; there has been at least one case in recent years of forced labor on a fishing vessel. NGOs report criminal organizations, including gangs, exploit girls in sex trafficking, force children into street begging, and coerce and threaten young males in urban areas to transport drugs, commit extortion, or act as hit men. During the year, there were increasing reports of children being subjected to sex trafficking on the streets of large cities, particularly the economic center of San Pedro Sula, under the guise of street begging. Honduras is a destination for child sex tourists from Canada and the United States. Some migrants to the United States are subjected to forced labor, forced criminal activity, or sex trafficking *en route* or upon arrival. Latin American migrants transit Honduras *en route* to northern Central America and North America; some are subsequently exploited in sex trafficking and forced labor. Prosecutors reported some local police provided protection to brothel owners or tipped them off about impending raids, and security officials have been investigated for purchasing commercial sex acts from child trafficking victims. There was one media report of a child sex trafficking ring in Tegucigalpa that allegedly operated with police and high-level government protection.

The Government of Honduras does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government launched a dedicated helpline for identifying trafficking victims and established an "immediate response" team to refer identified victims to NGOs for services. Authorities continued to prosecute traffickers, though they did not obtain any convictions. Law enforcement efforts were inadequate, with a focus limited primarily to child sex trafficking. The government relied on civil society organizations to provide the vast majority of services to victims and lacked guidelines to identify trafficking victims among vulnerable populations.



RECOMMENDATIONS FOR HONDURAS:

Increase efforts to prosecute trafficking offenses, and to convict and sentence traffickers, especially for forced labor crimes and sex trafficking of adults; conduct thorough and transparent criminal investigations and prosecutions of alleged government complicity in trafficking offenses, and convict and sentence complicit officials; improve victim referral mechanisms and provide specialized services and shelter to all victims through increased funding to government entities or civil society organizations; develop and implement formal procedures to identify victims among vulnerable populations, including child workers identified by labor inspections, children apprehended for illicit gang-related activities, and repatriated child migrants and refer them to service providers; develop policies and train officials to protect child victims from re-victimization in the criminal justice system; take measures to increase the number of adult victims identified and assisted, including repatriated Hondurans; enforce laws punishing brokers for illegal practices which facilitate trafficking, such as fraudulent offers of employment or excessive fees for migration or job placement; increase training and resources for the dedicated anti-trafficking police and prosecutorial units, as well as staff on the "immediate response" team; increase the use of the anti-trafficking law in trafficking prosecutions; and finalize the national action plan for 2015-2020.

PROSECUTION

The government continued modest law enforcement efforts to combat child sex trafficking, but efforts to investigate and prosecute other forms of trafficking remained weak. The Honduran anti-trafficking law, enacted in April 2012, prohibits all forms of trafficking, prescribing penalties ranging from 10 to 15 years' imprisonment; these penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. This law, however, is inconsistent with international law; it conflates human trafficking with other crimes, such as illegal adoption, and establishes the use of force, deceit, or intimidation as an aggravating factor, rather than an essential element of most trafficking crimes. Many traffickers were prosecuted under non-trafficking statutes that prescribe lower penalties, such as those prohibiting pimping. Authorities reported investigating 36 cases of suspected trafficking, most of which involved child sex trafficking. The government prosecuted four suspects for sex trafficking with no convictions, compared with 17 individuals prosecuted and two convicted for trafficking crimes in the previous reporting period. All four prosecutions remained ongoing at the close of the reporting period.

The government increased the number of officials dedicated to investigating trafficking cases and organized a taskforce among prosecutors to jointly investigate trafficking and smuggling cases with links to organized crime. A lack of adequate human and material resources, however, limited the effectiveness of investigators and prosecutors, and insufficient funding forced officials to limit the number of raids on sites where child trafficking occurred. Authorities cooperated on trafficking investigations with officials from INTERPOL, El Salvador, Guatemala, and the United States. In October 2014, authorities arrested two high-ranking members of the police and the military for purchasing commercial sex acts from child trafficking victims. The government did not report any prosecutions or convictions of government officials complicit in human trafficking offenses. NGOs funded by international donors continued to deliver most of the anti-trafficking training available to government officials.

PROTECTION

Overall government efforts to identify, refer, and assist trafficking victims remained inadequate and authorities remained largely dependent on NGOs to fund and provide services. While immigration officials had a manual on victim identification, Honduran authorities lacked systematic procedures to identify trafficking victims among vulnerable populations, such as people in prostitution or working children. The government established an "immediate response" team with three dedicated staff members to identify victims among individuals apprehended by authorities, and in the last quarter of the reporting period this team assisted four victims. It was also responsible for running a dedicated helpline launched in June 2014 and for referring identified victims to NGOs to receive services. Between September 2013 and September 2014, NGOs provided assistance to 116 victims, an unknown number of whom were referred by the government.

There were limited services available for victims, and services for adult victims were particularly lacking. The government provided 371,460 lempiras ($17,700) to an NGO that operated the country's only specialized shelter for girl victims of sexual abuse and sex trafficking. Honduran consular officers in Mexico assisted four Honduran victims in obtaining humanitarian visas to remain in Mexico. Authorities made efforts to screen for indicators of trafficking among the large numbers of Hondurans returned from abroad, including unaccompanied migrant children, but procedures for referral to follow-up services were insufficient to ensure all identified victims received such care. The government encouraged victims to assist in investigations and prosecutions, but the lack of adequate victim and witness protection programs, exacerbated by a slow trial process and fear of retaliation by traffickers, caused many victims—particularly adults—to decline to cooperate. There were no reports of identified victims being penalized for unlawful acts committed as a result of being subjected to human trafficking. However, due to the lack of a formal mechanism to screen vulnerable populations, some unidentified victims may have been punished for such crimes, and children forced to engage in criminal activity by criminal groups were sometimes treated as criminals instead of victims. NGOs noted the criminal justice system often re-victimized child victims due to the lack of sensitivity of some officials and lack of protective services. The government allowed some child victims to provide testimony *via* videoconference or pre-recorded interviews. Honduran law provides eligibility for foreign victims to receive temporary residency status, including the ability to work, but none received this benefit in 2014.

PREVENTION

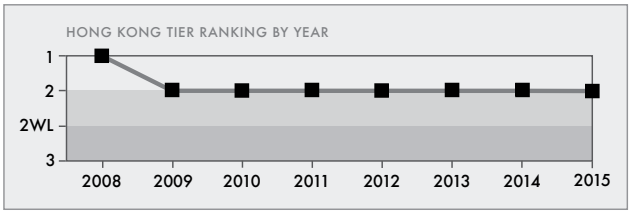
The government increased prevention efforts. The interagency, multi-stakeholder commission on child trafficking and commercial sexual exploitation coordinated efforts; although NGOs funded much of its work, the government, for the first time, distributed funding (allocated at the close of the previous reporting period) and provided office space for the commission. The commission established and trained 10 interagency committees to coordinate efforts at the local level. In May 2014, the president launched a coordinated communication campaign to raise awareness about the dangers of trafficking, and government officials continued to organize and participate in awareness raising events funded by NGOs. The commission finalized implementing guidelines for the 2012 law and began drafting, but did not complete, a new national action plan for the years 2015-2020. The government did not make efforts to punish labor recruiters or brokers for illegal

practices that increase migrants' vulnerability to exploitation abroad. The government did not report any investigations, prosecutions, or convictions of child sex tourists. The government provided anti-trafficking training for its diplomatic personnel. It did not make efforts to reduce the demand for commercial sex acts or forced labor.

HONG KONG: Tier 2

The Hong Kong Special Administrative Region of the People's Republic of China is a destination, transit, and source territory for men, women, and children subjected to sex trafficking and forced labor. Victims include citizens from mainland China, the Philippines, Thailand, other Southeast Asian countries, Nepal, Colombia, Chad, and Uganda. More than 320,000 foreign domestic workers from Indonesia, the Philippines, Burma, and Bangladesh work in Hong Kong; some become victims of forced labor in the private homes in which they are employed. Recruiters in the Philippines and Indonesia generally charge excessive job placement fees, which may lead to situations of debt bondage in Hong Kong. Some domestic worker employment agencies in Hong Kong charge fees in excess of the maximum allowed under Hong Kong law. The accumulated debts sometimes amount to up to 80 percent of workers' salaries for the first seven to eight months of employment. Some workers are unwilling to report abusive employers for fear of losing their jobs and being unable to repay their debts; some employers or employment agencies illegally withhold passports, employment contracts, or other possessions until the debt is paid. Domestic workers have also reported working 17-hour days, receiving less than minimum wage, experiencing physical or verbal abuse and confinement in the employer's home, and not receiving a legally required weekly day off. Separately, criminal syndicates or acquaintances sometimes lure women to Hong Kong using false promises of lucrative employment and subsequently force them into prostitution to repay money owed for passage to Hong Kong. Traffickers psychologically coerce some sex trafficking victims by threatening to reveal photos or recordings of the victims' sexual encounters to their families. Hong Kong is a transit point for Southeast Asian fishermen subjected to forced labor on fishing ships bound for Fiji and other ports in the Pacific. "Compensated dating" continues to facilitate the prostitution of Hong Kong children and make them vulnerable to trafficking.

The Government of Hong Kong does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2014, the government convicted one alleged trafficker in a highly publicized case involving an Indonesian domestic worker for various labor violations, including multiple trafficking indicators. The government continued to partially fund six NGO-run shelters and three government-owned and -operated shelters for victims of abuse and trafficking, and it continued distribution of anti-trafficking information pamphlets to foreign domestic workers. The government also continued law enforcement training, investigations, prosecutions, and cooperation with the consulates of labor-sending countries. Authorities also instituted a new waiver of visa renewal fees for foreign domestic workers who are victims and potential witnesses in criminal cases. However, Hong Kong's laws do not specifically prohibit all forms of trafficking. In 2014, the government did not prosecute any suspects for trafficking and reported significantly fewer convictions than in 2013. The government did not consistently screen women arrested for prostitution or immigration violations to determine if they were trafficking victims. Although officials identified 26 potential victims, they did not refer them to or provide them with protective services, unlike in 2013.



RECOMMENDATIONS FOR HONG KONG:

Enact a comprehensive anti-trafficking law that prohibits all forms of trafficking in accordance with the definitions set forth in the 2000 UN TIP Protocol; proactively identify sex and labor trafficking victims among vulnerable populations, such as mainland Chinese and foreign migrants, domestic workers, and women and Hong Kong children in prostitution, and refer them to available services; vigorously prosecute suspected labor traffickers, especially those who exploit foreign domestic workers; grant foreign victims permission to work and study while participating in judicial proceedings against their traffickers; adopt an action plan to combat trafficking and commit resources to its implementation; increase protective services for vulnerable populations, such as foreign domestic workers and women in prostitution; do not penalize victims for crimes committed as a result of being subjected to trafficking; provide legal alternatives to foreign victims who may face hardship or retribution in their home countries; and educate law enforcement, government officials, and the public on trafficking definitions aligned with international standards.

PROSECUTION

The government decreased anti-trafficking law enforcement efforts. Authorities continued to define trafficking as the trans-border movement of people for prostitution, and Hong Kong laws do not specifically criminalize forced labor; this definition is inconsistent with the 2000 UN TIP Protocol definition of human trafficking. Section 129 of the Crimes Ordinance, which prohibits "trafficking in persons to or from Hong Kong," requires an element of trans-nationality given its focus on the movement of persons into or out of Hong Kong for prostitution, and it does not require the use of force, fraud, or coercion. Section 129 prescribes penalties of up to 10 years' imprisonment, which is sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. The government amended the prosecution code—an administrative handbook to guide prosecutors in building criminal cases—in 2013 to include the 2000 UN TIP Protocol's definition of trafficking. There was no parallel change in the criminal laws, however, and no reported increase in labor trafficking investigations or prosecutions in 2014.

In 2014, the government initiated four trafficking investigations, all of which remained pending at the close of the reporting year. It reported zero prosecutions under Section 129, compared with five in 2013. In 2014, officials reported one conviction for labor violations—a significant decrease from 10 sex traffickers convicted in 2013—of a high-profile case involving a Hong Kong employer who subjected an Indonesian domestic worker to physical abuse and withholding of wages, among other trafficking indicators. The government sentenced the trafficker to six years' imprisonment

and a fine of 15,000 Hong Kong dollars ($1,900) under statutes related to assault and labor violations. In 2014, authorities trained approximately 500 front-line police officers and immigration officials on trafficking. Hong Kong authorities did not report any investigations, prosecutions, or convictions of government officials complicit in trafficking offenses.

PROTECTION

The government maintained limited efforts to protect victims. In 2014, authorities identified 26 potential sex trafficking victims, an increase from seven in 2013. Authorities did not refer any victims to facilities where they could receive care; in comparison, all identified victims in 2013 were referred to care facilities. The government continued to partially fund six NGO-run shelters and three government-owned and -operated shelters that serve victims of abuse, exploitation, and trafficking; however, the funding dedicated to protection of victims in 2014 was unknown. Although the government reported having systematic procedures to identify potential victims of both labor and sex trafficking, the extent to which it employed them during the year remained unknown. It remained unclear if law enforcement screening procedures identified any victims among high-risk populations, such as foreign migrants, domestic workers, and mainland Chinese and foreign women arrested for prostitution. Potential victims, some of whom were arrested, were only considered for protective services in consultation with the Department of Justice. Under Hong Kong law, trafficking victims can be punished for committing immigration violations, and NGOs reported victims often plead guilty to this charge to be deported expeditiously. Officials reported having a policy in place to encourage victims to participate in the investigation and prosecution of traffickers. However, they did not allow victims to work while participating in trials that were sometimes lengthy, thus deterring victims from cooperating with authorities. As a result, many victims opted to repatriate immediately or were deported. In 2014, immigration officials issued 2,179 visa extensions to former foreign domestic workers during ongoing legal proceedings in Hong Kong, but it was unclear how many involved cases of labor exploitation. Hong Kong does not specifically allow for permanent residency status for cases in which repatriation may constitute a risk of hardship or retribution in the victim's home country.

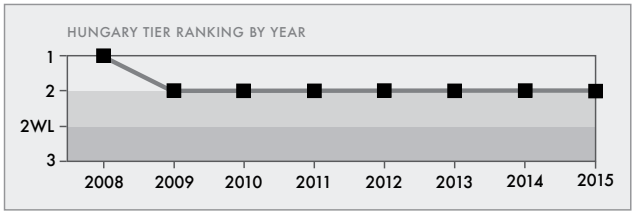
PREVENTION

The government made modest efforts to prevent trafficking. It did not formally adopt or implement the national plan of action to combat trafficking drafted in 2013. Authorities continued to distribute anti-trafficking pamphlets in five languages and information packets to foreign domestic workers at the airport and immigration and labor department offices. These information packages describe foreign domestic workers' rights, explain their employers' obligations under Hong Kong law, and provide contact information for relevant government offices. Authorities also conducted publicity campaigns using radio, newspaper, and leaflets to remind employers of their legal obligations to their domestic workers. Labor officials conducted inspections of approximately 1,300 employment agencies but revoked the licenses of only three, despite NGO and media reports of employment agencies violating regulations by charging exorbitant recruitment fees, requiring domestic workers to make deposits as a guarantee to work, and confiscating employees' identification documents. The government made some efforts to reduce the demand for commercial sex through school sex education programs but reported no efforts to reduce the demand for forced labor. It reported no efforts to prevent or combat child sex tourism of Hong Kong residents in mainland China or other foreign countries. The government did not provide anti-trafficking training or guidance for its personnel posted abroad.

HUNGARY: Tier 2

Hungary is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Vulnerable groups include Hungarians in extreme poverty, Roma, unaccompanied asylum seekers, and homeless men. Women and children, particularly Roma, are subjected to sex trafficking within the country and abroad, mostly within Europe—with particularly high numbers estimated in the Netherlands and Switzerland. A large number of Hungarian sex trafficking victims exploited within the country and abroad, especially Roma, come from state-provided childcare institutions and correctional facilities; many of them are underage and recruited by traffickers while living in such facilities or soon after leaving. Hungarian women lured into sham marriages to third-country nationals within Europe are reportedly subjected to forced prostitution. Hungarian men and women are subjected to forced labor domestically and abroad, including in the United Kingdom (UK), the Netherlands, other European countries, and North America. There are strong indicators labor trafficking of Hungarian men in Western Europe has intensified in sectors such as agriculture, construction, and in factories. Hungarians constituted 18 percent of total victims identified in trafficking investigations by EUROPOL between 2009 and 2013. Trafficking victims from Eastern European countries transit Hungary *en route* to Western Europe. During the year, the government identified six Chinese women as trafficking victims. Within the country, Hungarian Romani children are exploited in forced begging, child sex trafficking, and forced petty crime; experts report Hungary is a destination country for foreign children, mainly from Romania, exploited in these forms of trafficking.

The Government of Hungary does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities maintained efforts to investigate trafficking cases and increased funds to NGOs that could shelter victims. Data collection on trafficking remained problematic and the number of reported prosecutions and convictions decreased from the previous year. Shortcomings in security and services at state care institutes for children remained widespread, resulting in high vulnerability of children under state protection during or after their time in these facilities. Victim assistance remained weak, and funding for anti-trafficking efforts remained inadequate.



RECOMMENDATIONS FOR HUNGARY:

Increase funding for and provision of specialized victim services

and provide consistent funding to NGOs to offer victim care; address the vulnerability of children residing in state-run child institutions and individuals who leave these institutions; bring the anti-trafficking law in line with international law by more precisely defining exploitation and requiring fraud, force, or coercion as elements of the core offense of adult trafficking; increase proactive identification of and assistance for child victims exploited within Hungary; strengthen law enforcement efforts against all forms of trafficking; bolster protection for victims who face serious harm and retribution from their traffickers, including by developing longer-term care options to improve reintegration; enhance the collection and reporting of reliable law enforcement and victim protection data; and increase victim-centered training of law enforcement, prosecutors, and social workers.

PROSECUTION

The government maintained law enforcement efforts against human trafficking, though data on these efforts was unreliable and efforts to address sex and labor trafficking of children appeared to remain weak. Article 192 of the 2013 criminal code criminalizes many forms of human trafficking, but is overly broad because it does not require the use of force, the threat of force, or fraud to prove the basic offense of trafficking in persons, instead making force, the threat of force, or fraud aggravated elements resulting in enhanced penalties under Article 192(3). The law defines exploitation as the abuse of power for the purpose of taking advantage of a victim but does not include the necessary purposes of exploitation. Prescribed penalties range from one to 20 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes. Article 193 of the criminal code prohibits forced labor, with sentences ranging from one to eight years, while Article 203 penalizes profiting from child prostitution, with penalties of up to eight years' imprisonment.

Law enforcement data remained unreliable, making it difficult to assess efforts. In 2014 police initiated 10 forced labor investigations and 10 other trafficking investigations, compared with six forced labor investigations and 15 other trafficking investigations started in 2013. Officials prosecuted 18 individuals, including at least one for forced labor, compared with 37 individuals prosecuted in 13 cases in 2013. The government did not report how many investigations or prosecutions, if any, involved child sex trafficking. Hungarian courts convicted 10 traffickers in 2014, compared with 16 sex traffickers convicted in 2013. Sentences ranged from no jail time or suspended sentences to 42 months' imprisonment. National police investigated only transnational trafficking cases, and local police investigated internal cases; NGOs criticized local police for lack of sensitivity toward trafficking cases. Anti-trafficking experts reported police categorized children between the ages of 14 and 18 as "youth" instead of children and treated them as criminals instead of victims, particularly in cases of child prostitution. Experts also reported police did not proactively investigate or remained reluctant to investigate certain trafficking cases involving child victims. The national police released an order in 2014 requiring police to strengthen anti-trafficking efforts, including by increasing proactive cooperation with NGOs, churches and state offices assisting with victims; increasing anti-trafficking awareness; further fostering international cooperation in human trafficking investigations; and paying special attention to child trafficking victims. There were no reported investigations, prosecutions, or convictions for official complicity; in the previous reporting period a police officer was convicted of facilitating prostitution. Authorities provided anti-trafficking training to some government officials, particularly police and prosecutors. Officials coordinated with other European governments on anti-trafficking investigations and extradited 17 individuals accused of trafficking to other European countries.

PROTECTION

The government made uneven protection efforts; funding for victim services was inadequate and specialized services for child victims did not exist. The government decree on the trafficking victim identification mechanism listed the institutions responsible for identifying victims, the questionnaire to be completed with suspected victims, and procedural protocols. Justice officials identified 20 victims, including eight sex trafficking victims and 10 labor trafficking victims; Ministry of Human Capacity officials reported 19 victims, including three children; and foreign ministry officials reported five victims identified in Austria and that UK officials had identified 55 potential Hungarian victims. NGOs reported identifying 76 trafficking victims—62 women and 14 men—seven of whom were referred by officials. In comparison, in 2013, the government identified a total of 133 trafficking victims through the national referral mechanism, 59 of who were identified abroad by Hungarian consular officials. NGOs reported officials did not appropriately screen people in prostitution—including children—for trafficking victimization, resulting in victims being treated as criminals instead of being identified as victims. The government did not demonstrate efforts to identify victims among vulnerable populations, such as children in prostitution or in government-run institutions.

The provision of victim assistance was low, despite the existence of a victim referral mechanism. NGOs noted a lack of trained staff, funding, and available services, particularly for long-term needs such as reintegration. The government was required by law to provide victim assistance and state compensation to victims exploited within Hungary. For Hungarian victims abroad, only those residing abroad legally were eligible for services. Only Hungarian citizens or foreign victims with the right of free movement and residence in Hungary were eligible for shelter. Of victims identified by justice officials, authorities provided financial support to 11 victims; psychological services to four; legal assistance to one; and referral to a shelter to only one victim. The government provided eight million forints ($30,800) to an NGO-run family shelter in 2014 that could reserve eight beds for trafficking victims for a renewable 90-day period and allocated six million forints ($23,170) for a new family shelter run by the same NGO that could accommodate eight victims. Victims generally were not allowed to leave the shelters unless accompanied by a chaperone. Authorities provided 3 million forints ($10,800) to an NGO for anti-trafficking efforts, including support for its shelters providing services to victims. Government funding was insufficient for the operation of NGO shelters that housed a total of 55 adult female victims and eight adult male victims in 2014. Specialized services for child trafficking victims were nonexistent. Child victims could receive general care through the child protection system, but experts reported this system did not have sufficient staff or resources to provide tailored care, leaving victims vulnerable to re-trafficking.

Inadequate government protection for victims who testified against traffickers was a concern; only one trafficking victim participated in the witness protection program. Foreign victims could receive a 30-day reflection period to decide to assist law enforcement, during which they were eligible for temporary residence permits while legal proceedings against their traffickers

were ongoing. The government did not provide immigration relief to any victims in 2014. Police reportedly penalized child victims for crimes committed as a result of being subjected to trafficking. State compensation was available to indigent victims of crime who met specific criteria, including trafficking victims, but authorities did not report how many trafficking victims received this compensation in 2014.

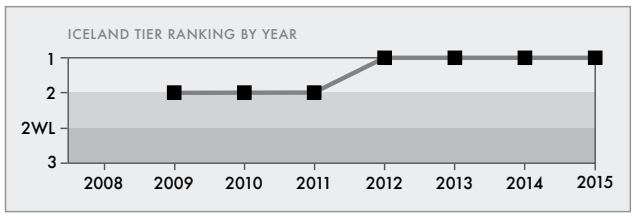
PREVENTION

The government sustained some prevention efforts. The government had an anti-trafficking coordinator who chaired the national coordination mechanism, an entity including government actors, and an NGO roundtable, which included civil society organizations. Both forums met twice in 2014. The government had a 2013-2016 anti-trafficking national strategy with specific instructions for implementation. Experts reported interagency coordination remained uneven. Authorities continued an awareness campaign on human trafficking and domestic violence targeted at teenagers, as well as other awareness efforts. Authorities reported no efforts to reduce the demand for commercial sex acts or forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel.

ICELAND: Tier 1

Iceland is a destination and transit country for women subjected to sex trafficking and men and women subjected to labor trafficking. Women from Eastern Europe, the Baltics, West Africa, and Brazil are subjected to sex trafficking in nightclubs and bars. Men and women from Eastern Europe and China are subjected to forced labor in massage parlors, restaurants, construction, and fish factories, and as *au pairs* in private houses. Women are subjected to domestic servitude and sex trafficking through forced marriage. Traffickers reportedly exploit the visa-free regime in the Schengen Zone to bring victims to Iceland for up to three months and move them out of the country before they have to register with local authorities.

The Government of Iceland fully complies with the minimum standards for the elimination of trafficking. The government questioned dozens of alleged purchasers of sexual services to uncover links between prostitution and trafficking, though these efforts did not result in any trafficking prosecutions or convictions. The government identified fewer victims than in 2013, but updated its victim identification and referral procedures and established a team of professionals to provide immediate assistance to identified victims. None of the victims identified in 2014 cooperated with law enforcement efforts due to fear of retaliation by suspected traffickers. The government increased prevention efforts by holding 17 awareness-raising sessions across the country for officials and professionals on identifying and referring victims.



RECOMMENDATIONS FOR ICELAND:

Increase prosecutions and convictions of traffickers; increase training for investigators, prosecutors, and judges on detecting and prosecuting trafficking crimes; encourage victim participation in the investigation and prosecution of traffickers by developing trust with victims and providing adequate residence and work permits; enhance training methods for collecting evidence against suspected traffickers to avoid overreliance on victim testimony; increase efforts to combat forced labor by involving labor inspectors in victim identification efforts and discouraging demand for forced labor in sectors at risk of human trafficking; provide regular training to officials on proactive identification of trafficking victims, particularly among migrant workers, unaccompanied children, and asylum seekers; provide specialized services for male and child trafficking victims; provide adequate funding for implementation of the national anti-trafficking action plan; establish an independent national rapporteur to monitor and evaluate anti-trafficking efforts; and do not punish trafficking victims for unlawful acts committed as a result of their exploitation.

PROSECUTION

The government maintained a low level of anti-trafficking law enforcement efforts, due in part to limited funding and resources. Iceland prohibits both sex trafficking and forced labor under Article 227a of its criminal code, which prescribes penalties of up to 12 years' imprisonment. This penalty is sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Law enforcement initiated 11 trafficking investigations during the reporting period, compared with 12 in 2013. The government did not prosecute any traffickers or achieve any trafficking convictions in 2013 or 2014. Police questioned dozens of alleged purchasers of sexual services to uncover links between prostitution and human trafficking, but these efforts did not result in any trafficking prosecutions or convictions. The government allocated 10 million krona ($78,900) for police in the Sudurnes region to combat organized crime, including human trafficking. The government organized trainings for law enforcement and immigration personnel on victim identification and supported their participation in external trainings on trafficking. The police college curriculum included instruction on victim identification and investigation of trafficking cases. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government strengthened victim identification and referral procedures, but decreased victim identification efforts. The government identified at least 11 potential trafficking victims in 2014, a decrease from 17 in 2013. A government-funded, NGO-run shelter for domestic violence victims sheltered four female victims and government social services assisted a fifth female victim. Government-funded NGOs identified and assisted an additional four potential trafficking victims. In December 2014, the government signed a two-year agreement to provide funding to an NGO-run shelter for domestic abuse victims to provide emergency shelter to female trafficking victims and their children. The 2015 state budget allocated 65.1 million krona ($514,000) to the shelter, compared with 56.1 million krona ($443,000) for 2014, and an additional two million krona ($15,800) to help the shelter train staff and meet increased security requirements resulting from the agreement. The government paid for all expenses associated with victim assistance. Victims had access to free legal, medical, psychological, and financial assistance, regardless of whether they stayed at the shelter or cooperated with authorities. The

government allocated 65.5 million krona ($517,000) in the 2015 state budget to a separate NGO offering psychological services to victims, compared with 71.4 million krona ($563,000) for 2014. There was no specialized care available for male victims, although they could access general social services and receive referrals to NGOs providing food, shelter, legal advice, and healthcare. Municipal and state child protection services were responsible for assisting unaccompanied children, including child trafficking victims.

The government updated its victim identification and referral procedures by formally adopting the EU-issued "Guidelines for the Identification of Victims of Trafficking" and adopting NGO-created interview guidelines for professionals most likely to come into contact with trafficking victims. The government also established a team of professionals, including NGO representatives, to assist potential trafficking victims and encourage them to participate in investigations and prosecutions. Immigration and police officers used a pocket checklist to identify potential victims and inform them of available services. NGOs stated this system worked effectively, in practice. Observers expressed concern that law enforcement inappropriately weighed the initial consent of victims when making trafficking victim determinations and failed to identify some victims due to their limited understanding of trafficking. The government afforded witness protection to trafficking victims as a matter of policy but not law. All victims identified in 2014 declined to cooperate with law enforcement due to fear of retaliation by suspected traffickers. Victims could file civil suits against traffickers or seek restitution from the government, but no victims did so. Foreign trafficking victims could obtain a six-month residence permit to decide whether to cooperate with law enforcement. An additional one-year renewable residence permit was available to victims who cooperated with law enforcement or who may have faced retribution or hardship in their home countries; victims with temporary residency could apply for a permit to work legally in the country. The government did not issue any temporary residence permits to victims. Victims were reportedly punished for presenting false travel documents.

PREVENTION

The government increased efforts to prevent trafficking. The government continued to implement its 2013-2016 national action plan, though funding gaps reportedly delayed implementation of some parts of the plan. One official at the interior ministry devoted 20 percent of her time to coordinating the government's anti-trafficking efforts. The coordinator established a steering group to oversee implementation of the national action plan, which met monthly and included representatives from law enforcement, social services, and an NGO. The steering group prioritized awareness raising and established an education team that held 17 sessions across the country on victim identification and referral. Approximately 300 government officials and professionals attended these meetings and joined an email list promoting networking and knowledge sharing. Police distributed pocket checklists for identification of victims in hotel rooms in the Sudurnes region and Iceland's international airport. The government demonstrated efforts to reduce demand for commercial sex acts by enforcing legislation banning the purchase of sex and the operation of strip clubs, but it did not demonstrate efforts to reduce the demand for forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel.

INDIA: Tier 2

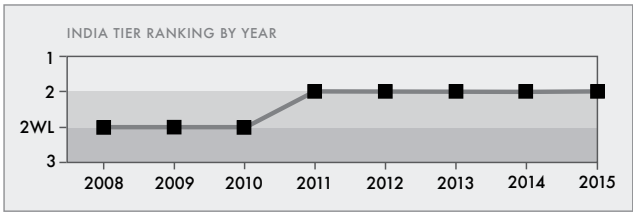
India is a source, destination, and transit country for men, women, and children subjected to forced labor and sex trafficking. Forced labor constitutes India's largest trafficking problem; men, women, and children in debt bondage—sometimes inherited from previous generations—are forced to work in industries such as brick kilns, rice mills, agriculture, and embroidery factories. Ninety percent of India's trafficking problem is internal, and those from the most disadvantaged social strata—lowest caste *Dalit*s, members of tribal communities, religious minorities, and women and girls from excluded groups—are most vulnerable. Trafficking within India continues to rise due to increased mobility and growth in industries utilizing forced labor, such as construction, steel, textiles, wire manufacturing for underground cables, biscuit factories, pickling, floriculture, fish farms, and boat cutting. Thousands of unregulated work placement agencies reportedly lure adults and children for sex trafficking or forced labor, including domestic servitude, under false promises of employment.

In addition to bonded labor, children are subjected to forced labor as factory workers, domestic servants, beggars, and agricultural workers. Begging ring leaders sometimes maim children to earn more money. Reports indicate conditions amounting to forced labor may be present in the *Sumangali* scheme in Tamil Nadu, in which employers pay young women a lump sum to be used for a dowry at the end of a three-year term. Children, reportedly as young as 6, are forcibly removed from their families and used by terrorist groups such as the Maoists in Bihar, Chhattisgarh, Jharkhand, Maharashtra, West Bengal, and Odisha to act as spies and couriers, plant improvised explosive devices, and fight against the government. Boys from Bihar are subjected to forced labor in embroidery factories in Nepal. Experts estimate millions of women and children are victims of sex trafficking in India. Children continue to be subjected to sex trafficking in religious pilgrimage centers and tourist destinations. A large number of Nepali, Afghan, and Bangladeshi females—the majority of whom are children—and women and girls from Asia and Eurasia are also subjected to sex trafficking in India. Prime destinations for female trafficking victims include Kolkata, Mumbai, Delhi, Gujarat, and along the India-Nepal border. Traffickers pose as matchmakers, arranging sham marriages within India or to Gulf states, and then subject women and girls to sex trafficking. West Bengal continues to be a source for trafficking victims, with children more increasingly subjected to sex trafficking in small hotels, vehicles, huts, and private residences than traditional red light districts. Some corrupt law enforcement officers protect suspected traffickers and brothel owners from enforcement of the law, take bribes from sex trafficking establishments and sexual services from victims, and tip-off sex and labor traffickers to impede rescue efforts.

Some Indian migrants who willingly seek employment in construction, domestic service, and other low-skilled sectors in the Middle East and, to a lesser extent, other regions, subsequently face forced labor initiated by recruitment fraud and extortionate recruitment fees charged by Indian labor brokers. Some Bangladeshi migrants are subjected to forced labor in India through recruitment fraud and debt bondage. Nepali and Bangladeshi women and girls are subjected to both labor and sex trafficking in major Indian cities. Boys from Nepal and Bangladesh are subjected to forced labor in coal mines in the state of Meghalaya, though reportedly on a smaller scale than previous years. Burmese Rohingya, Sri Lankan Tamil, and other

refugee groups continue to be vulnerable to forced labor in India.

The Government of India does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to fund shelter and rehabilitation services for women and children throughout India, trained prosecutors and judges, and upon order of the Supreme Court, several states launched searches to trace the whereabouts of thousands of lost and abandoned children, some of whom may have been trafficking victims. However, the government's law enforcement progress was unknown as the government did not provide adequate disaggregated anti-trafficking data and official complicity remained a serious concern. The government sometimes penalized victims through arrests for crimes committed as a result of being subjected to human trafficking. The government denied international travel to some Indian national trafficking victims who had been identified as trafficking victims abroad by a foreign government, and their family members. Many Anti-Human Trafficking Units (AHTUs), which liaise with other agencies and refer victims to shelters, were not functioning and NGOs assessed that government victim care services were inconsistent and inadequate for the scale of India's trafficking problem.



RECOMMENDATIONS FOR INDIA:

Cease the penalization of trafficking victims, including restrictions on their travel; increase prosecutions and convictions for all forms of trafficking, including bonded labor, respecting due process, and report on these law enforcement efforts; increase prosecutions of officials allegedly complicit in trafficking, and convict and punish those found guilty; fully capacitate AHTUs by providing additional dedicated, trained staff and clarifying the mandate of AHTUs; encourage AHTUs to address all forms of trafficking, including forced labor of adults and children; improve central and state government implementation of protection programs and compensation schemes to ensure identified trafficking victims receive benefits, release certificates, and rehabilitation funds; promptly disburse government funding for shelters and develop monitoring mechanisms to ensure quality of care; develop and implement standard operating procedures (SOPs) to harmonize victim identification and repatriation, and prosecution of suspected trafficking offenders when trafficking crimes cross state lines; provide funding for states to establish fast-track courts that deal with all forms of human trafficking; urge state governments to comply with the October 2012 Supreme Court judgment on bonded labor; and provide anti-trafficking training or guidance for diplomatic personnel to prevent their engagement or facilitation of trafficking crimes.

PROSECUTION

The government's law enforcement progress was unknown as the government did not provide adequate disaggregated anti-trafficking data. Section 370 of the Indian Penal Code (IPC) prohibits most forms of sex trafficking and prescribes sufficiently stringent penalties ranging from seven years' to life imprisonment. These penalties are commensurate with those prescribed for other serious crimes, such as rape. Section 370 does not, however, provide that the prostitution of a child under the age of 18 is an act of human trafficking in the absence of coercive means, the standard of the 2000 UN TIP Protocol, though the prostitution of children is criminalized under other statutes. Section 370 also criminalizes government officials' involvement in human trafficking, prescribing sentences up to life imprisonment. Section 166A of the IPC holds police responsible for delays in registering a First Information Report after a victim makes a complaint. Punishment for inaction ranges from six months' to two years' imprisonment. India also prohibits many forms of forced labor through the Bonded Labor System Abolition Act (BLSA), the Child Labor (Prohibition and Regulation) Act, the Juvenile Justice Act, and other provisions of the IPC; however, these provisions were unevenly enforced and their prescribed penalties are not sufficiently stringent. India prohibits most forms of sex trafficking under the Immoral Traffic Prevention Act (ITPA) and various provisions of the IPC. However, the ITPA also criminalizes other offenses, including prostitution, and is often used to prosecute sex trafficking victims.

The government did not report comprehensive law enforcement data on all forms of human trafficking. The National Crimes Record Bureau released aggregated data on enforcement efforts under the ITPA and a limited number of IPC provisions, which only addressed sex trafficking of girls, rather than a broader range of human trafficking crimes, including bonded and forced labor. The data did not specify the number of investigations, prosecutions, or convictions carried out by the government and potentially included the government's penalization of victims in the statistics, as the ITPA criminalizes soliciting clients for prostitution and screening for sex trafficking victims is not consistently applied. While some of the 29 states reported law enforcement data on human trafficking, the information covers only a portion of the country and cannot be extrapolated. Failures by law enforcement to apply anti-trafficking laws fairly were widely reported in the Indian press; incidents of inaction by police and prosecutors reflected inconsistent application of the law across jurisdictions, corruption among officials, and a lack of awareness or capacity in some parts of the country. Some NGOs assessed that many of the AHTUs were not functioning and lacked clear mandates *vis-à-vis* other district- and state-level police units, while others noted significant cooperation with AHTUs on investigations, particularly in Maharashtra and Tamil Nadu states. NGOs also generally noted judges and courts did not have sufficient resources to properly prosecute cases, including an adequate number of support staff, such as stenographers and translators. Victims who received compensation under 357A of the Criminal Procedure Code received back wages under minimum wage laws; these successes were largely facilitated by NGOs working with victims of bonded or forced labor.

Official complicity in human trafficking occurred at varying levels of government. The government did not report investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. Some corrupt law enforcement officers protected suspected traffickers and brothel owners from enforcement of the law, took bribes from sex trafficking establishments and sexual services from victims, and tipped-off sex and labor traffickers to impede rescue efforts. Some owners of brothels, rice mills, brick kilns, and stone quarries who engaged

in trafficking were politically connected. In May 2014, four children were rescued from a child prostitution racket in which Puducherry police and politicians were allegedly complicit. After it became clear that a large-scale investigation had not been completed, the National Commission for Protection of Child Rights issued a notice to the Puducherry government requesting action and the Madras High Court ordered the Puducherry police to properly identify suspects; subsequently eight Puducherry police officers were charged with rape, five of whom remained at large at the end of the reporting period. In February 2015, police charged a state government boarding school superintendent with child sex trafficking. In November 2013, a member of parliament and his wife were arrested for the alleged torture and murder of their domestic servant, investigation of the case remained ongoing. The Indian consular officer at the New York consulate who was indicted in December 2013 for visa fraud related to her alleged exploitation of an Indian domestic worker returned to India where no charges were filed.

The government collaborated with international organizations, NGOs, and state governments in its efforts to train police, judges, and lawyers on the proper handling of trafficking cases. The Ministry of Home Affairs (MHA) continued to offer a human trafficking certificate course through a public university and reported training for prosecutors and judges on trafficking had been conducted in every district. In May 2014, the MHA held a video conference between the joint secretary and the principal trafficking officers in each state to discuss best practices in operating AHTUs. State and local governments also conducted training.

PROTECTION

The government relied on past efforts to protect and assist victims and did not make appreciable progress during the reporting period; the implementation of services remained inconsistent and the penalization of victims remained a serious concern. A 2009 MHA non-binding directive advises state officials to use SOPs to proactively identify victims and refer them to protection services; however, law enforcement officers at the district level were not appropriately trained to identify victims and there is no information such SOPs were used during the year. The government did not provide information on the number of trafficking victims it identified. NGOs reported law enforcement officers were more proactive in staging rescue operations in 2014; however, some police believed their responsibility concluded with the rescue operation, and did not complete investigations or charge suspects. Rescued bonded laborers are entitled to "release certificates" enabling them to receive compensation, but victims sometimes experienced lengthy delays before obtaining the certificates. The government frequently penalized victims. There were reports of victims being detained and arrested for acts committed as a result of being subjected to trafficking, including sex trafficking victims who were prosecuted and convicted for solicitation and obscenity in public places. In June 2014, the government began denying travel and family reunification of trafficking victims by confiscating the passports of Indian nationals who had received a visa from a foreign government indicating the person was a trafficking victim in the foreign country or was a family member of a victim. An Indian High Court ruled in favor of petitioners who had their passports confiscated as a result of this policy, citing a violation of rights guaranteed under the Indian constitution. The Indian government has not appealed the decision in this case. Cases involving additional petitioners similarly affected by this policy remained pending at the close of the reporting period.

The Ministry of Women and Child Development funded shelter and rehabilitation services for women and children through two programs—the *Ujjawala* program, specifically for female sex trafficking victims, and the *Swadhar* program, for women in difficult circumstances. NGOs noted the government has gradually reduced funding to the *Ujjawala* program and is considering future program reforms. Victim care services were inconsistent and the number of government shelters was too few. Contrary to international principles on victim protection, some government-run shelters continued to not permit adult victims to leave the premises. In some cases, victims continued to be released from shelters to their traffickers who pretended to be family members or otherwise convinced shelter managers to release victims to them. Both government- and NGO-run shelters faced shortages of financial resources and trained personnel, particularly of counselors and medical staff. NGOs relied primarily on donor contributions to provide victims services, though some received government funds. The disbursal of government funding to NGOs was sometimes delayed and corruption reportedly drained resources intended for victim care. Due to the lack of government funds, shelter staff, or police escorts, victims were sometimes not transferred from temporary "transit homes" to shelters that provide more long-term care for months after the victim was formally identified. Victims had access to government hospitals for emergency medical services, although long waiting lists made it difficult to obtain surgery and other procedures, and NGOs often had to pay for victims' emergency medical treatment. Some NGOs also funded counselors for government shelters.

Child victims were placed in private shelters or in government juvenile justice homes and largely received the same government services as adults. In November 2014, the Supreme Court ordered the state governments of Bihar, Assam, Chhattisgarh, and Madhya Pradesh to trace the whereabouts of 12,591 missing children, some of whom may have been trafficking victims. As a result, a number of children who were discovered lost and abandoned were reunited with their parents or placed in shelters. The government expanded the number of child protection cells at major railway stations which paired police with NGO implementers to identify exploited children, some of whom may be trafficking victims, and refer them to protective services. The government does not provide care for adult male trafficking victims. Foreign victims received the same access to shelters and services as Indian nationals. MHA guidelines to all state governments specify that foreign national women and children who are declared victims should not be prosecuted for immigration violations. Government policy on foreign victims continued to be to return them to their country of origin at the earliest possible time. Foreign sex trafficking victims were detained in government aftercare homes until repatriation and were not permitted to work in the local economy. Due to a number of constraints, this process resulted in victims, especially those from Bangladesh, spending upwards of four years in these homes before being repatriated. The government worked to improve repatriation of Bangladeshi trafficking victims, including through high-level bilateral talks; however, there were long delays in processing paperwork, lack of coordination between concerned agencies, and lack of clarity and cooperation concerning submission of critical papers. To protect both Indian and foreign national victims during trial, prosecutors may request the victim be able to testify by video or behind a screen, the proceeding be closed to the media and public, and irrelevant and potentially harmful questions be barred.

PREVENTION

The government maintained efforts to prevent human trafficking. The government did not have a national action plan, and officials noted an interagency coordination body is needed to analyze and gather data on trafficking. The MHA maintained an online portal, launched in the previous reporting period, for officials and other stakeholders to access information on trainings, meetings, statistics, laws, and shelters. Some state governments conducted anti-trafficking awareness campaigns, including Tamil Nadu, which conducted 162 awareness and education campaigns reaching more than 4,600 beneficiaries. In January 2015, the government signed an agreement with Saudi Arabia to promote the rights of Indian domestic workers and the responsibilities of their employers. In September 2014, the local government of Delhi issued an executive order to regulate job placement agencies; in addition to the registration and licensing of agencies, the order mandated every domestic worker in Delhi be issued a bank passbook and written employment agreement, impacting thousands of previously unregulated work placement agencies based in the city. NGOs reported the government of Kerala conducted an anti-trafficking awareness campaign with registered job portals, travel agents, and shelter homes. Despite India being a source and destination for sex tourism, the government did not report on specific measures to reduce the participation of its nationals in child sex tourism. The Indian military conducted training on trafficking for its personnel before deployment on peacekeeping or similar missions. The government did not provide information on anti-trafficking training or guidance for its diplomatic personnel. The government did not report on efforts to reduce the demand for commercial sex or forced labor.

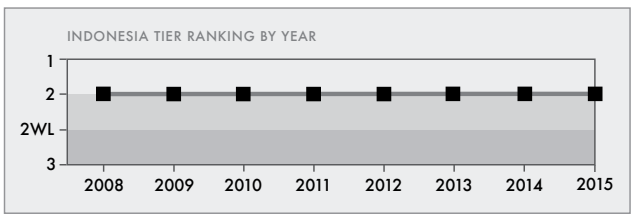
INDONESIA: Tier 2

Indonesia is a major source country and, to a much lesser extent, destination and transit country for women, children, and men subjected to sex trafficking and forced labor. Each of Indonesia's 34 provinces is a source and destination of trafficking. The government estimates 6.2 million Indonesians—many of whom are women—work abroad, mostly in domestic service, construction, factories, or on plantations or fishing vessels. A significant number of Indonesian migrant workers face conditions of forced labor, including through debt bondage, in Asia and the Middle East and on fishing vessels operating in international waters. Malaysia remained the leading destination for migrant workers from Indonesia, followed by Saudi Arabia, despite the Indonesian government's moratorium on issuing permits for domestic work in Saudi Arabia. The government also maintained a moratorium on permits for Indonesians to work in domestic service in the United Arab Emirates, Kuwait, Qatar, Jordan, and Syria. Indonesian victims have also been identified in other countries in Asia, the Middle East, the Pacific Islands, Africa, and North America. Indonesian women and girls are subjected to sex trafficking primarily in Malaysia, Taiwan, and the Middle East. Reports indicate the number of undocumented workers travelling abroad by sea—some of whom are vulnerable to trafficking—has increased following governmental restrictions on legal migration channels for low-skilled workers. The government reported an increase in foreign and Indonesian fishermen subjected to forced labor on Indonesian and foreign-flagged fishing vessels—many operating out of Thailand's fishing industry—in Indonesian waters.

According to NGOs, labor recruiters are responsible for more than 50 percent of cases in which Indonesian female workers are subjected to trafficking in destination countries. Migrant workers often accumulate significant debts with labor recruiters that make them vulnerable to debt bondage. Some recruiters work independently and others for Indonesia-based labor recruitment companies that lead migrant workers into debt bondage and other trafficking situations. Licensed and unlicensed companies use debt bondage, withholding of documents, and threats of violence to keep Indonesian migrants in situations of forced labor. In many cases, corrupt officials facilitate the issuance of false documents, accept bribes to allow brokers to transport undocumented migrants across borders, protect venues where sex trafficking occurs, and thwart law enforcement and judicial processes to hold traffickers accountable. Endemic corruption among law enforcement officers enables many traffickers to operate with impunity.

Many women and girls are exploited in domestic servitude and sex trafficking in Indonesia. Women, men, and children are exploited in forced labor in the fishing, construction, plantation, mining, and manufacturing sectors. Children are exploited in prostitution in the Batam district of the Riau Islands province and in West Papua province. Women and girls are subjected to sex trafficking near mining operations in Maluku, Papua, and Jambi provinces. Victims are often recruited by job offers in restaurants, factories, or domestic service before they are subjected to sex trafficking. Debt bondage is particularly prevalent among sex trafficking victims. Reports suggest an increase in university and high school students using social media to recruit and subject other students—some under age 18—to sex trafficking. Colombian women are subjected to forced prostitution in Indonesia. Child sex tourism is prevalent in the Riau Islands bordering Singapore, and Bali is a destination for Indonesian child sex tourists.

The Government of Indonesia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government prosecuted 134 suspected traffickers, convicted 79, provided temporary shelter to an unknown number of victims, and conducted anti-trafficking awareness and training events for members of the public and government officials. The government did not make progress in collecting comprehensive, accurate data on its anti-trafficking law enforcement and victim identification efforts. Officials did not consistently employ proactive procedures to identify victims among vulnerable groups and refer them to protective services. The government passed amendments to existing laws allowing victims to obtain restitution from their traffickers, and restitution was awarded in at least three trafficking cases. Inadequate coordination across government agencies and lack of officials' knowledge of trafficking indicators and legislation impaired anti-trafficking efforts, including implementation of a national anti-trafficking strategy.



RECOMMENDATIONS FOR INDONESIA:

Increase efforts to prosecute and convict labor recruitment agencies, brokers, and corrupt public officials involved in trafficking;

develop and implement proactive procedures to identify potential victims among vulnerable groups, including returning migrant workers and persons in prostitution and onboard fishing vessels, and refer such cases to law enforcement officials and victim service providers; improve data collection and public reporting of comprehensive data on legal proceedings against traffickers under the anti-trafficking law; develop anti-trafficking training for judges, prosecutors, police, social workers, and diplomats; prosecute and punish those who obtain commercial sexual services from children; create a national protocol that clarifies responsibilities for prosecuting trafficking cases when they occur outside victims' respective provinces; increase government funding to support victims' participation in judicial proceedings; strengthen the national anti-trafficking taskforce and improve coordination across all ministries; and increase awareness-raising campaigns targeted at the public and all levels of government in regions with high incidence of trafficking.

PROSECUTION

The government continued anti-trafficking law enforcement efforts. Indonesia's anti-trafficking law, passed in 2007, prohibits all forms of trafficking and prescribes penalties of three to 15 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Officials reported ineffective coordination among police, prosecutors, and judges often impeded the government's ability to obtain successful convictions, particularly when cases often involved numerous jurisdictions, including other countries. Extrajudicial mediation hampered successful prosecutions, as victims whose families received settlements from traffickers were usually unwilling to participate in official law enforcement proceedings. The government continued to lack a system for comprehensive reporting on anti-trafficking law enforcement data, resulting in inaccuracies and inconsistencies across systems. The Indonesian National Police opened 305 trafficking investigations, but more than 200 were closed with no further prosecutorial action; authorities did not report the number of investigations that led to new prosecutions. A lack of familiarity with the anti-trafficking law's provisions led some prosecutors and judges to decline cases or use other laws to prosecute traffickers. The attorney general's office continued to compile trafficking data from courts across Indonesia and reported the prosecution of 134 defendants, an increase from 126 in 2013. The attorney general's office reported 79 convictions in 2014—a decrease from 118 convictions in 2013. In March 2014, authorities convicted one trafficker for subjecting men to forced labor and debt bondage on a fishing vessel operating in international waters; he was sentenced to one year in prison. A second defendant was convicted of falsifying travel documents but acquitted on trafficking charges and did not receive jail time. During the year, the government organized trainings for police to improve their capacity to investigate trafficking cases. NGOs and government officials reported that endemic corruption among security forces and other authorities remained an impediment to anti-trafficking law enforcement efforts; however, the government did not report any investigations, prosecutions, or convictions of public officials complicit in the facilitation of trafficking.

PROTECTION

The government continued efforts to protect trafficking victims. The government had standard operating procedures for the proactive identification of victims, though it did not consistently employ these among vulnerable groups, such as returning migrant workers who reported problems during their overseas employment. The government continued to rely largely on international organizations and NGOs for the identification of victims. Officials did not collect or report comprehensive data on victims identified or assisted. An international organization identified and provided services for 761 victims and referred many of them to the government for additional services. The government repatriated 703 victims from Malaysia and 481 from Saudi Arabia. The government reported 118 victims were awaiting repatriation in the Indonesian embassy shelter in the United Arab Emirates at the close of the reporting period, but the level of assistance the government provided to them remained unknown. The Indonesian consulate general in Saudi Arabia spearheaded a training course for Indonesian consular officials on identifying trafficking crimes and referring victims to protection. In December 2014 the government began freezing licenses and destroying boats in a crackdown on illegal fishing. The government publicly acknowledged that victims of trafficking were likely among the crew of these boats. After a March 2015 media investigation reported more than 1,000 potential victims of forced labor on fishing vessels were stranded or detained on the island of Benjina, the government initiated efforts to identify and rescue victims. At the close of the reporting period, the government declared its intent to investigate potential trafficking crimes, though it had not yet done so. The government transferred 367 fishermen to temporary shelter in Tual and facilitated screening from an international organization and repatriation.

The Ministry of Social Affairs continued to provide trauma services and immediate shelter to an unknown number of female trafficking victims through 18 rehabilitation centers. The Ministry of Women's Empowerment and Child Protection managed 247 integrated service centers, most of which were operated by provincial governments and served a wide range of vulnerable groups. The quality of care for victims varied widely across the country. Service centers were supported through government and private funds. The Ministry of Health was responsible for covering the costs of health care for victims, and national police hospitals were obligated to provide medical care at no cost. NGOs and government officials reported some hospital staff remained unaware of this duty or were unwilling to provide care without compensation.

The government continued to operate a toll-free hotline for overseas workers. During the year, it received 274 complaints, 16 of which were trafficking-related, including cases involving illegal recruitment or document falsification; the government referred these cases to police, but it was unknown if any resulted in trafficking investigations, prosecutions, or victims receiving protective services. The government had policies to provide legal assistance to victims, but it is unknown how many victims received this assistance. In October 2014, the government passed amendments to the 2006 Witness and Victim Protection and the 2002 Child Protection laws, which allow victims to obtain restitution from their traffickers, and there were reports that some victims were awarded compensation during the year, including 55 men subjected to forced labor on fishing vessels in international waters. There were no reports identified victims were punished for crimes committed as a result of being subjected to trafficking, but inadequate efforts to screen vulnerable groups proactively for trafficking indicators, including during raids to arrest persons in prostitution or combat illegal fishing, may have resulted in the punishment of some unidentified trafficking victims. The government did not provide legal alternatives to the removal of foreign victims to countries where they may face hardship or retribution.

PREVENTION

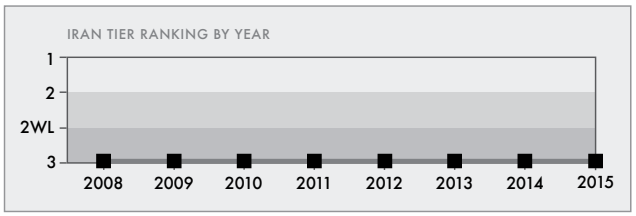
The government made minimal efforts to prevent trafficking. Most prevention efforts occurred at the district and province levels through 31 provincial anti-trafficking taskforces and 166 district or municipal anti-trafficking taskforces; funding for and activities undertaken by taskforces varied greatly across regions. The national anti-trafficking taskforce did not have a budget and was funded by participating ministries. The government and international organizations co-hosted two anti-trafficking awareness raising events for officials and law enforcement personnel. It also facilitated a training workshop on victim identification and witness protection for 35 authorities.

The government continued efforts to monitor outbound Indonesian workers and protect them from fraudulent recruitment and human trafficking through improving data collection, though it is unclear whether it used this data to identify or prevent trafficking cases effectively. The government revoked or suspended licenses for some companies engaged in unscrupulous recruitment, but failed to hold some accountable for fraudulent practices indicative of trafficking or investigate some trafficking situations. Indonesian authorities reported conducting raids on recruiting companies suspected of illegal practices, but did not report any subsequent punishments for illegal acts. The government did not report any prosecutions or convictions of child sex tourists during the year, and it did not report efforts to reduce the demand for forced labor or commercial sex acts. The government provided military personnel with anti-trafficking training prior to their deployment abroad on international peacekeeping missions. It provided anti-trafficking training and guidance for its diplomatic personnel.

IRAN: Tier 3

Iran is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Accurate information on human trafficking, however, is difficult to obtain. Organized groups reportedly subject Iranian women, boys, and girls to sex trafficking in Iran, as well as in the United Arab Emirates and Europe. In 2013, traffickers forced Iranian women and girls into prostitution in the Iraqi Kurdistan Region. From 2009-2015, there was a reported increase in the transport of girls from and through Iran *en route* to the Gulf where organized groups sexually exploited or forced them into marriages. In Tehran, Tabriz, and Astara, the number of teenage girls in prostitution continues to increase. Organized criminal groups force Iranian and immigrant children to work as beggars and in street vendor rings in cities, including Tehran. Physical and sexual abuse and drug addiction are the primary means of coercion. Some children are also forced to work in domestic workshops. Traffickers subject Afghan migrants, including boys, to forced labor in construction and agricultural sectors in Iran. Afghan boys are at high risk of experiencing sexual abuse by their employers and harassment or blackmailing by the Iranian security service and other government officials. Trafficking networks smuggle Afghan nationals living in Iran to Europe and subsequently force them to work in restaurants to pay off debts incurred by smuggling fees. Pakistani men and women migrate voluntarily to Iran for low-skilled employment, such as domestic work and construction. Organized groups subject some to forced labor, under which they experience debt bondage, restriction of movement, nonpayment of wages, and physical or sexual abuse. In previous years, there were reports government officials were involved in the sex trafficking of women and girls. Reports also indicated some officials operating shelters for runaway girls forced them into prostitution rings.

The Government of Iran does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. As in previous reporting periods, the government did not share information on its anti-trafficking efforts. Publicly available information from NGOs, the media, international organizations, and other governments indicates the Iranian government is not taking sufficient steps to address its extensive trafficking challenges, particularly with regard to the protection of trafficking victims. The government, however, reportedly took some efforts to cooperate with governments in the region to combat trafficking, among other crimes.



RECOMMENDATIONS FOR IRAN:

Investigate, prosecute, and convict offenders of sex trafficking and forced labor; increase transparency of anti-trafficking policies and activities and develop partnerships with international organizations to combat trafficking; ensure sex and labor trafficking victims are not punished for unlawful acts committed as a direct result of being subjected to trafficking; institute victim identification procedures to proactively identify trafficking victims, particularly among vulnerable populations such as persons in prostitution, children in begging rings, and undocumented migrants; offer specialized protection services to trafficking victims, including shelter and medical, psychological, and legal assistance; and become a party to the 2000 UN TIP Protocol.

PROSECUTION

The government made few discernible anti-trafficking law enforcement efforts. Iranian law does not prohibit all forms of trafficking. A 2004 law prohibits trafficking in persons by means of threat or use of force, coercion, abuse of power, or abuse of a victim's position of vulnerability for purposes of prostitution, slavery, or forced marriage. The prescribed penalty under this law is up to 10 years' imprisonment for the trafficking of adults and capital punishment for offenses against children. Both penalties are sufficiently stringent. The penalty for the trafficking of adults, however, is not commensurate with penalties prescribed under Iranian law for rape. In September 2014, a senior government official publicly claimed the anti-trafficking law was under review for amendment, including specific provisions to improve the effectiveness of the law. At the end of the reporting period, however, the amended law was still pending review by the judiciary and had not been enacted by the legislature. The constitution and labor code prohibit forced labor and debt bondage, but the prescribed penalty of a fine and up to one year's imprisonment is not sufficiently stringent to deter these serious crimes. It was reportedly extremely difficult for female trafficking victims to obtain justice, as Iranian courts accord legal testimony by women only half the weight accorded to the testimony by men. Moreover, female victims of sexual abuse, including sex trafficking victims, are liable

to be prosecuted for adultery, which is defined as sexual relations outside of marriage and is punishable by death. The government did not report official statistics on investigations, prosecutions, or convictions of trafficking offenders. The government also did not report investigations, prosecutions, or convictions of government officials complicit in trafficking offenses, despite reports that such complicity was widespread. The government did not appear to report providing anti-trafficking training to officials during the reporting period. Throughout the reporting period, the government made some efforts to cooperate with various regional governments and one international organization on efforts to combat human trafficking, among other crimes.

PROTECTION

The government made no discernible efforts to protect trafficking victims. The government did not report identifying or providing protection services to any trafficking victims, including repatriated Iranian victims. The government reportedly continued to punish sex trafficking victims for unlawful acts committed as a direct result of being subjected to human trafficking, such as adultery and prostitution. The government held foreign trafficking victims in detention centers and jails until the court ordered their deportation. The government did not appear to operate social or legal protection services for trafficking victims, nor did it provide support to some NGOs providing limited services to victims. The government did not appear to encourage trafficking victims to assist in the investigation or prosecution of traffickers. It did not appear to provide foreign victims of trafficking a legal alternative to removal to countries in which they may face hardship or retribution.

PREVENTION

The government appeared to make inadequate efforts to prevent human trafficking. The government did not improve its transparency on its anti-trafficking policies or activities, nor did it make discernable efforts to forge partnerships with NGOs to combat human trafficking. The government made no discernable efforts to reduce the demand for commercial sex acts, forced labor, or for child sex tourism by Iranian citizens traveling abroad. The government did not implement anti-trafficking awareness campaigns. However, it issued several public pledges to cooperate with other countries on anti-trafficking efforts, while a senior government official raised trafficking issues with Pope Francis in Rome in February 2015. The parliament reportedly continued to review for ratification the UN Convention against Transnational Organized Crime (UNTOC) and its three associated protocols in the wake of the cabinet's December 2013 endorsement of the convention. There was no indication the government provided anti-trafficking training for its diplomatic personnel. Iran is not a party to the 2000 UN TIP Protocol.

IRAQ: Tier 2

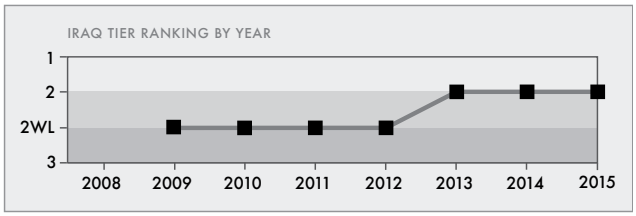
Iraq is a source and destination country for women and children subjected to sex trafficking, and men, women, and children subjected to forced labor. The escalation of the conflict in 2014 with the Islamic State of Iraq and the Levant (ISIL) gravely increased the vulnerability of the population to trafficking, in particular women and children. ISIL militants continue to kidnap thousands of women and girls from a wide range of ethnic and religious groups, with a significant focus this past year on the Yezidi community, and sell them to ISIL fighters in Iraq and Syria where they are subjected to forced marriage, sexual slavery, rape, and domestic servitude; there are reports ISIL executes captives if they refuse to marry fighters. Women and girls who escape ISIL captivity and become displaced in the country remain vulnerable to various forms of exploitation, including re-trafficking. ISIL also abducts and forcibly uses children in combat and support roles, including as human shields, informants, bomb makers, and suicide bombers; some of these children are as young as 8 years old and some are mentally disabled. Anecdotal information from international organizations reported Shia militias fighting against ISIL recruited and used children in support roles; however, it was not possible to independently verify these claims.

Women and girls from Iraq and Syria, including refugees and internally displaced persons (IDPs), are exploited in sex trafficking by various individuals, including security and law enforcement officials, criminal gangs, taxicab drivers, and the victims' family members. Reports indicate IDPs and some Syrian refugee women are forced into prostitution by a trafficking network in hotels and brothels in Baghdad, Basrah, and other cities in southern Iraq after promising to resettle them from the Iraqi Kurdistan Region (IKR); the women's children are forced to beg on the street. Some Iraqi law enforcement officials allegedly ignored signs of or accepted bribes to allow sex trafficking in locations openly facilitating prostitution. In 2014, a member of Basrah's intelligence directorate was accused of being complicit in a criminal gang's involvement in the kidnapping and attempted trafficking of an Iraqi girl outside of the country. NGOs allege some personnel from the Kurdistan Regional Government's (KRG) Asayish internal security forces facilitate prostitution of women and girls in Syrian refugee camps in the IKR, primarily in Domiz refugee camp. Iraqi women and girls are sold into "temporary marriages"—for the purpose of sexual exploitation, prostitution, or domestic servitude—in exchange for settling tribal disputes. Likewise, Syrian girls from refugee camps in the IKR are forced into early or "temporary marriages" with Iraqi or other refugee men. KRG authorities allegedly ignore, or may accept bribes to ignore, such cases including those in which girls are sold multiple times. Some displaced Iraqi families reportedly sell their children to other families to secure better futures; these children are at risk of being subjected to trafficking. Criminal gangs subject children to forced begging and other types of forced labor in Iraq.

Men and women from throughout Asia and East Africa who migrate to Iraq are forced to work as construction workers, security guards, cleaners, handymen, and domestic workers. Some foreign migrants are recruited for work in other countries in the region but are forced, coerced, or deceived into traveling to Iraq. Some Syrian refugee men enter into employment without legal work contracts in Iraq, which increases their vulnerability to trafficking. Women primarily from Iran, China, and the Philippines are forced into prostitution in Iraq. Iraqi women and girls are also subjected to sex and labor trafficking in the Middle East and Turkey.

The Government of Iraq does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government's abilities to combat trafficking were severely hindered by security challenges and budget constraints. The government made limited efforts to combat trafficking, including prosecuting suspected trafficking offenders and completing construction of the government trafficking shelter, while the KRG conducted operations to rescue Yezidi trafficking victims from ISIL captivity. Nevertheless, the government and

the KRG failed to convict trafficking offenders and, as in previous reporting period, to identify or provide protection services to any trafficking victims. The government continued to harshly punish and deport victims of forced labor and sex trafficking, including children. Furthermore, complicity of some Iraqi and KRG authorities contributed to and exacerbated the trafficking of men, women, and children.



RECOMMENDATIONS FOR IRAQ:

Significantly increase investigations, prosecutions, and convictions of trafficking crimes under the anti-trafficking law, including of complicit government officials; prevent the recruitment and use of child soldiers by armed groups and provide protection services to demobilized children; ensure trafficking victims are not punished for crimes committed as a direct result of being subjected to human trafficking, such as prostitution and immigration violations; institute victim identification and referral guidelines for officials, and provide unhindered access to protection services, such as adequate shelter, psycho-social and medical care, and legal aid, to all trafficking victims regardless of a victim referral from the court; provide adequate protection services to trafficking victims and their children, including trauma counselling, psycho-social and medical care, long-term shelter, reintegration services, employment training, and financial assistance; make the government-run shelter for trafficking victims fully operational and ensure shelter staff are adequately trained on victim identification and protection; establish a legal framework for NGOs to operate shelters for victims, and provide in-kind support to such organizations; regulate recruitment practices of foreign labor brokers to prevent practices facilitating forced labor; and strengthen anti-trafficking coordination with regional, provincial, and local authorities.

PROSECUTION

The government demonstrated some limited law enforcement efforts. Iraq's 2012 anti-trafficking law appears to prohibit some, but not all, forms of human trafficking. Inconsistent with international law, the law does not make facilitating child prostitution an act of human trafficking, and seems to require a transaction (buying and selling) for human trafficking to occur. The law prescribes punishments that appear to be sufficiently stringent and commensurate with those prescribed for other serious crimes such as rape. Additionally, an article in the penal code criminalizes the prostitution of a child; the penalty is up to 10 years' imprisonment, which is sufficiently stringent to deter this activity, though not commensurate with the penalties prescribed for rape. The KRG did not have a law that specifically prohibits all forms of human trafficking, nor did it endorse or adopt the Iraqi government's anti-trafficking law.

The government did not investigate trafficking offenses, nor did it convict any offenders. It reported prosecuting 18 trafficking offenders in 2014 under Article 12 of Iraq's Trafficking in Persons law; however, an unknown number of defendants were reportedly not convicted. It is not known if any were in fact convicted and sentenced. The government reported initiating a security operation in late 2014, which resulted in the rescue of a 15-year-old girl in Baghdad who was abducted and suspected of being trafficked by a criminal gang to the United Arab Emirates; it was unclear if any of the offenders were arrested or prosecuted. The government cooperated with the Indian embassy to resolve labor disputes between more than 100 Indian workers and their employers; however, none of these cases was referred for prosecution for potential trafficking crimes. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking, despite multiple reports of complicity. Judicial officials lacked understanding of the anti-trafficking law and failed to adequately implement it and protect victims during legal proceedings. To address this weakness, in January 2015, the chief justice appointed two judges to adjudicate trafficking cases on a full-time basis for the Iraqi judiciary. The government trained its officials on anti-trafficking measures and provided in-kind assistance for international organizations to conduct additional trainings. The KRG facilitated the release and rescue of hundreds of Yezidis held captive by ISIL, many of whom were trafficking victims.

PROTECTION

The government failed to identify and protect trafficking victims, while punishment of victims remained a serious problem. Neither the central government nor the KRG identified trafficking victims among vulnerable groups, such as undocumented foreign migrants and women and children arrested for prostitution violations, or provided victims with protection services. The government relied on victims to identify themselves to authorities and—in theory—only referred to protection services victims initiating legal proceedings against their traffickers. Victims, therefore, remained unidentified and vulnerable to arrest, incarceration, and deportation for unlawful acts committed as a direct result of being subjected to human trafficking. Sentences for prostitution violations—including for children as young as 9 years old who experienced sexual exploitation—were excessively harsh, ranging from 15 years' to life imprisonment. In addition, Iraqi authorities continued to detain or convict foreign workers for immigration violations with sentences of three to five years' imprisonment. In 2014, the KRG detained and charged 28 child trafficking victims; four victims were charged with prostitution and 24 were charged with begging.

The government did not provide adequate protection services, nor did it provide funding or in-kind assistance to NGOs providing victim assistance. NGOs were not legally able to operate shelters, though some continued to do so without official approval in order to accommodate victims' needs; however, these facilities remained vulnerable to prosecution and unprotected from threats of violence by extremist groups. The government completed construction of a permanent trafficking shelter in Baghdad, with a capacity of 50 male and female victims, but it was not operational at the end of the reporting period. The government operated some temporary shelters or holding facilities for foreign workers awaiting repatriation, victims of violence, and trafficking victims; however, these facilities did not provide appropriate services for trafficking victims and may have operated like detention centers. Sixteen family protection units, which operated in police stations around the country and were responsible for assisting women and child victims of abuse and trafficking, failed to refer trafficking victims to adequate protective services. The government did not encourage victims to assist in investigations and prosecutions. The government did not provide foreign victims relief from deportation or offer legal alternatives to their removal to countries in which

they may face hardship or retribution. While the KRG continued to operate three women's shelters in the IKR that offered some assistance for trafficking victims—where space was limited, service delivery was poor, and access was denied to Syrians—most victims at the shelters were victims of domestic violence. The KRG provided direct financial assistance to former captives, including Yezidis, who were released or rescued, as well as limited other essential services to these victims, including shelter, rehabilitation, and psycho-social assistance in IDP camps in the IKR.

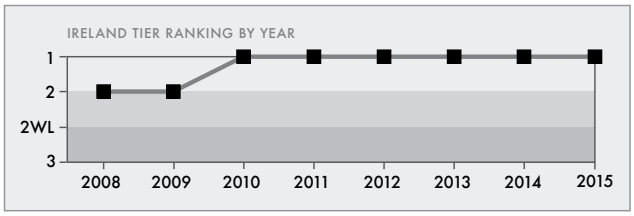
PREVENTION

The government made limited efforts to prevent human trafficking. Though the government's inter-ministerial anti-trafficking committee met eight times in 2014, the government's lack of a 2014 budget limited financial resources available for ministries responsible for addressing trafficking throughout the country and in the IKR. Despite budget shortfalls, the government distributed a limited number of anti-trafficking flyers to the public, while the committee provided anti-trafficking and shelter management training to committee members and lobbied to pass bylaws to improve implementation of the anti-trafficking law. The government continued to operate an anti-trafficking hotline, which received 41 calls in 2014, but it was unclear if any victims were identified through the hotline. The government took some efforts to reduce the demand for commercial sex acts, but it also inappropriately prosecuted and convicted women and child sex trafficking victims. The government did not take efforts to reduce the demand for forced labor, nor did it take measures to address the participation of Iraqi nationals in child sex tourism. The government reportedly provided training to military officers on child soldier issues; nevertheless, the government's efforts to prevent child soldiering was severely limited. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The KRG continued to operate a hotline for workers to report labor violations and abuse; it received five to 10 calls per day, but it did not report if any potential trafficking victims were identified through this hotline. The KRG reported it temporarily suspended the operations of 12 companies, which employed foreign workers, for labor violations and blacklisted two labor recruitment agencies. The KRG claimed it continued to enforce a June 2013 decision to ban the issuance of work permits to foreign workers from Bangladesh and Ethiopia to prevent labor abuses and exploitation among these groups.

IRELAND: Tier 1

Ireland is a destination and source country for women, men, and children subjected to sex trafficking and forced labor—including forced criminal activity. Foreign trafficking victims identified in Ireland are from Africa, Asia, Eastern Europe, and the Middle East. During the reporting period, Irish law enforcement reported an increase in suspected victims of forced labor, forced criminal activity, and forced begging from Eastern Europe, particularly Romania, as well as an increase in potential sex trafficking victims from Brazil. Authorities reported a decrease in suspected victims from Nigeria. Irish children are subjected to sex trafficking within the country. Victims of forced labor have been identified in domestic service, the restaurant industry, and car washing services. NGOs and press reports indicate Vietnamese and Chinese men prosecuted and sentenced for cannabis cultivation report indicators of forced labor, such as document retention, restriction of movement, and nonpayment of wages. Some domestic workers, primarily women, employed by foreign diplomats on assignment in Ireland work under poor conditions and are at risk of labor trafficking.

The Government of Ireland fully complies with the minimum standards for the elimination of trafficking. During the reporting period, the government increased investigations of trafficking crimes and issued new guidelines aimed at preventing the exploitation of domestic workers of foreign diplomats. Authorities maintained victim identification and protection efforts and identified an increased number of suspected victims of forced criminal activity. The government, however, continued to prosecute a high number of non-trafficking crimes as trafficking cases, including child molestation cases, and convicted no sex or labor traffickers in 2014. Potential victims of forced labor in cannabis production were prosecuted and imprisoned for crimes that they may have been forced to commit.



RECOMMENDATIONS FOR IRELAND:

Implement the trafficking law to ensure sex and labor traffickers are held accountable through convictions and dissuasive sentences; increase efforts to identify and protect victims of labor trafficking and forced criminality, ensuring victims are not penalized for crimes committed as a result of being subjected to trafficking; establish multi-stakeholder case reviews during the victim identification process, involving service providers and anti-trafficking law enforcement units; increase funding for and provision of specialized victim services in partnership with NGOs; offer specialized emergency accommodation and use of apartments and houses with outreach support to victims; publish the second national action plan; enable and encourage all trafficking victims to access available legal services; and amend the law to authorize asylum seekers who are also identified victims to obtain work permits.

PROSECUTION

The government sustained efforts to investigate trafficking offenses, but did not convict any labor or sex traffickers. The government prohibits all forms of trafficking through a 2008 human trafficking act, amended in 2013, which prescribes penalties up to life imprisonment; these penalties are sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. The law broadly defines sexual exploitation, including the sexual abuse of children, and conflates possession or creation of child pornography with human trafficking, making law enforcement statistics unreliable. Authorities introduced a bill in 2014 criminalizing the purchase of sexual services from victims.

Authorities initiated investigations of 79 new trafficking-related cases in 2014, an increase from 56 in 2013. Forty investigations did not result in the identification of trafficking victims, while the other 39 cases involved a total of 46 suspected victims. The majority of suspected victims in these cases were identified in sexual exploitation. Authorities investigated cases involving seven suspected victims of labor trafficking, four suspected victims of

forced criminality, one suspected victim of forced begging, and one suspected victim of both sex and labor trafficking. Police initiated a review of 13 individuals charged with drug-related offenses for work in cannabis cultivation to establish whether they were trafficking victims. In 2014, the majority of prosecutions under the anti-trafficking act involved the sexual abuse of children as opposed to trafficking as defined under the 2000 UNTIP Protocol, though authorities initiated the prosecution of one suspected trafficker for the sex trafficking of Nigerian girls. The government did not report any criminal convictions for sex trafficking or forced labor in 2014. In 2014, the High Court denied the appeal of a Chinese man previously sentenced for cannabis cultivation who contested his imprisonment on the grounds of being a trafficking victim compelled to engage in unlawful activity. While the judge found the man was kept in a condition of servitude under threats of violence, the judge found there was no evidence the man was "trafficked into the state," a finding that appeared to place additional burdens of proof not required by the 2008 law. The government did not report any investigations, prosecutions, convictions, or sentencing of government officials for alleged complicity in trafficking offenses. In 2014, authorities provided anti-trafficking training to 131 police officers and hosted a two-day anti-trafficking seminar for 120 senior police officers. Law enforcement cooperated with the governments of Romania, the United Kingdom, and the Netherlands on trafficking investigations.

PROTECTION

The government maintained victim protection efforts. Under the national referral mechanism, victims must be referred to law enforcement before shelter, health, and legal services can be provided. Authorities identified 45 suspected trafficking victims in 2014, compared with 44 in 2013. Of the 45 suspected victims, 13 were children. Fifteen suspected victims were from Romania, eight from Brazil, eight from Ireland, and the rest from Eastern Europe, Africa, and South Asia. While the majority of individuals were potential victims of sexual exploitation, seven were potentially exploited in labor trafficking, four in forced criminal activity, one in forced begging, and one in both sex and labor trafficking. Authorities did not report how many suspected victims were ultimately confirmed to be trafficking victims. Civil society organizations identified some sex trafficking victims who may have chosen not to be referred to authorities; for example, an NGO working with women in prostitution reported assisting 83 sex trafficking victims in 2013, the last year for which this data was available. NGOs lacked formal and defined roles in the victim identification process and reported delays and a lack of transparency in the process. Decisions on victim status by law enforcement could not be appealed, and NGOs reported not being offered explanations of denials.

The national referral mechanism included formal procedures guiding the provision of services. All foreign adult victims from countries outside the EU were offered lodging in the government-operated network of 34 asylum reception centers. Child victims were supported through child protection services. Irish adult victims could receive services through general social welfare and health service channels. In 2014, officials completed individual care plans for 20 suspected sex trafficking victims and 19 suspected labor trafficking victims that covered medical care, psychological care, lodging, legal assistance, and education and training. The government provided 172,000 euro ($209,000) to an NGO for assistance for sex trafficking victims and 4,000 euro ($4,870) to an NGO to assist labor trafficking victims. This level of support was similar to the prior year, but NGOs believed it was inadequate. Reception centers provided access to health services, psychological care, and vocational training. NGOs reported concerns with lack of privacy, inadequate security, and the remote locations of some of these centers and asserted the mixed gender nature of the centers was not appropriate for sex trafficking victims. Trafficking victims seeking asylum may have had to reside in asylum residence centers for two to four years while asylum processes were ongoing. The referral tracking system did not allow social workers to verify whether the full range of services for which victims were eligible had actually been provided.

The government provided identified, non-EU trafficking victims a 60-day reflection period before deciding whether to assist law enforcement, a period during which victims were prohibited from working. Two victims received reflection periods in 2014. Authorities granted 16 foreign victims six-month temporary residence permission in 2014; 13 of these victims received the permission without requiring a prior reflection period. Seven victims were offered long-term permission to remain in the country for cooperating with law enforcement. Though trafficking victims were permitted to seek legal employment while in temporary residency status, asylum seekers could not work. Six potential trafficking victims identified in 2014 had previously requested asylum in Ireland. In 2014, the employment appeals tribunal awarded 80,000 euro ($97,300) each to three Filipina domestic workers previously employed by the former ambassador of the United Arab Emirates to Ireland. The women reported indicators of forced labor, including the retention of passports and severe underpayment of wages. The government offered free legal aid to all suspected trafficking victims, but not all eligible individuals used the aid; in 2014, 16 suspected victims did so. As early legal representation was not available, some victims faced challenges navigating the immigration system and lacked representation during the investigation process. NGOs continued to report that Asian victims of forced labor in cannabis production were prosecuted and convicted for crimes committed as a result of being subjected to trafficking. The government reported taking steps to make police and prosecutors aware of the possible victimization of individuals involved in cannabis cultivation and appointed an NGO to provide expert advice in possible cases, but did not report identifying any such individuals as trafficking victims in 2014.

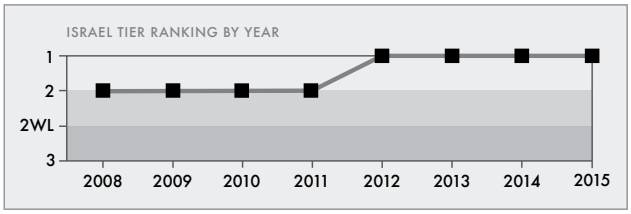
PREVENTION

The government strengthened anti-trafficking prevention efforts. The justice ministry's anti-human trafficking unit coordinated interagency efforts, including the high-level interagency group and give working groups. The draft second national action plan remained under review for a second year. Authorities made efforts to reduce the demand for commercial sex, but not for forced labor. Authorities and NGOs maintained an awareness-raising campaign on sex trafficking. NGOs advocated for an independent national rapporteur to monitor government anti-trafficking efforts. The government issued robust guidelines for the employment of domestic workers employed by foreign diplomats in Ireland to prevent their exploitation. The government provided anti-trafficking training or guidance for its diplomatic personnel. The government provided anti-trafficking to Irish defense forces prior to their deployment abroad on international peacekeeping missions.

ISRAEL: Tier 1

Israel is a destination country for men and women subjected to forced labor and sex trafficking and, to a much lesser extent, a source country for women subjected to sex trafficking. Low-skilled workers primarily from Asia, Eastern Europe, and West Africa migrate to Israel for temporary contract labor in the construction, agriculture, caregiving, and fishing industries; some of these workers are subjected to forced labor. The average recruitment fee paid by migrants to labor recruiters is $8,400. An international organization reported in 2014 abuses endured by Thai men and women in Israel's agricultural sector, some of which constitutes forced labor. In 2013, men from the Philippines, Sri Lanka, and India worked under harsh conditions on fishing boats, some of which constitutes human trafficking distinguished by isolation, long working hours, and withheld salaries. Caregivers are highly vulnerable to forced labor due to their isolation inside private residences, high recruitment fees, and their lack of protection under labor law. Women from Eastern Europe, Uzbekistan, China, Ghana, and to a lesser extent South America, as well as Eritrean men and women, are subjected to sex trafficking in Israel; some women arrive on tourist visas to work in prostitution but are subjected to sex trafficking. Some Israeli women and girls may be victims of sex trafficking in Israel. Since 2007, thousands of African migrants have entered Israel irregularly from Egypt's Sinai Peninsula. Many of these migrants were kidnapped along the Eritrea-Sudan border or within Sudan and subjected to severe abuses, including forced labor and sex trafficking, at the hands of criminal groups in the Sinai before reaching Israel. Due to the construction of a fence along the Israel-Egypt border and an aggressive Egyptian military campaign, the flow of these migrants arriving in Israel has nearly ceased—dropping from 10,000 in 2012 to 21 in 2014. The remaining 43,000 Eritrean and Sudanese migrants and asylum seekers, most of who arrived in Israel from the Sinai, are highly vulnerable to trafficking. In 2014, three Population and Immigration Authority (PIBA) officials were allegedly implicated in visa and passport fraud and suspected labor trafficking involving foreign workers.

The Government of Israel fully complies with the minimum standards for the elimination of trafficking. The government sustained law enforcement actions against sex and labor trafficking, although courts continued to give convicted offenders prison terms not commensurate with the severity of the crime. The government continued to implement strong anti-trafficking prevention measures. It continued to proactively identify and refer victims to protection services and cooperated with NGOs to identify potential victims. The government continued to operate long-term shelters—and opened an additional transitional shelter in 2014 —as well as a day center to continue providing protection services to an increased number of identified victims. Though the government continued to identify and release from detention trafficking victims among the detained irregular African migrant population, unidentified victims continued to be susceptible to long-term detention for committing immigration violations.



RECOMMENDATIONS FOR ISRAEL:

Impose stricter sentences on convicted trafficking offenders, consistent with the gravity of the crime; ensure trafficking victims are not penalized, including by detention, for unlawful acts committed as a direct result of being subjected to human trafficking, such as immigration violations; continue to strengthen victim identification and referral measures among African migrants in detention facilities, especially those who endured severe abuses in Egypt's Sinai Peninsula; continue to provide protection to all trafficking victims, including shelter and medical and psycho-social treatment; continue to increase and train the number of labor inspectors, social workers, and interpreters in the agricultural, construction, and caregiving sectors; continue to increase training for law enforcement, including police and prison officials, in victim identification, victim sensitivity, and enforcement of labor and sex trafficking laws; increase enforcement of foreign worker labor rights; and increase investigations of sex trafficking of Israeli nationals, including children, and foreign migrants working in the fishing and agricultural sectors.

PROSECUTION

The government sustained strong anti-trafficking law enforcement efforts, but sentences given to some convicted offenders remained inadequate. The government prohibits all forms of human trafficking through its 2006 anti-trafficking law, which prescribes penalties of up to 16 years' imprisonment for the trafficking of an adult, up to 20 years' imprisonment for the trafficking of a child, up to 16 years' imprisonment for slavery, and up to seven years' imprisonment for forced labor. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Under 376A of the Penal Law 5737-1977, holding a person's passport against their will carries a penalty of three to five years' imprisonment. In 2014, the police initiated over 250 sex trafficking investigations and arrested 73 individuals in these cases; it also opened 119 suspected forced labor investigations, 15 of which included the withholding of passports. This demonstrated an increase from 2013 when the government conducted 32 sex trafficking investigations and 88 forced labor investigations. In 2014, the government prosecuted 14 sex trafficking offenders, but it did not initiate any new forced labor prosecutions, compared with one forced labor and eight sex trafficking prosecutions in 2013. A 2012 case involving three forced labor offenders and four others charged in connection with forced labor crimes remained ongoing. In 2014, the government convicted 18 sex traffickers and one forced labor offender, compared with 22 sex traffickers and three forced labor offenders convicted in 2013. Courts continued to issue sentences to some trafficking offenders that were not sufficiently serious to deter the crime: the majority of traffickers were given sentences ranging from community service to 40 months' suspended imprisonment with financial penalties; only two of 19 offenders convicted in 2014 served prison time as a part of their sentences. Since May 2013, the government continued to cooperate with the Government of Georgia in a case involving an Israeli man who sexually exploited a 10-year-old Georgian girl *via* the internet; the offender was convicted of sex trafficking in January 2015. In February 2015, he was sentenced to 16 years' imprisonment and fined $25,000. The government reported challenges to prosecuting sex trafficking cases, as many victims preferred to be repatriated and were unwilling to remain in Israel to serve as witnesses in the criminal case against their traffickers. In 2014, the government investigated and suspended three PIBA employees for allegations of visa and passport fraud related to

foreign workers; one of the cases led to the investigation of seven non-governmental individuals for suspected labor trafficking. The government continued to provide extensive anti-trafficking trainings, workshops, and seminars to officials in various ministries. The government also hosted an anti-trafficking conference, in collaboration with international organizations, for judges from 14 countries in October 2014.

PROTECTION

The government continued to improve efforts to identify and protect trafficking victims, yet unidentified victims among the African migrant population remained vulnerable to the government's policy of detaining migrants. The government continued to widely circulate victim identification guidelines to government ministries, which regularly referred potential victims to the police to open an investigation and ensure the provision of protective services. Authorities also continued to cooperate with NGOs on victim identification and referral. The police continued a program with an NGO to help identify and refer to protection sex trafficking victims picked up during police raids of brothels; police identified 28 victims during brothels raids in 2014. The government continued to fund the 35-bed Maagan shelter for female trafficking victims, a 35-bed Atlas shelter for male trafficking victims, and an 18-bed Tesfa shelter specifically catered to the cultural and social needs of female victims from Eritrea and Ethiopia; all shelter residents were provided work permits and allowed to leave freely. These shelters offered one year of rehabilitation services, including job training, psycho-social support, medical treatment, language training, and legal assistance. The government also funded transitional apartments with 18 beds for trafficking victims, and, in December 2014 it opened a six-bed transitional apartment for male trafficking victims. In 2014, the Maagan shelter assisted 58 victims, including 27 who were newly referred to the shelter. Authorities referred 17 women to the Tesfa shelter. Transitional apartments housed 38 women, and the Atlas shelter assisted 79 men. The Ministry of Social Affairs continued to operate a day center in Tel Aviv for male and female African trafficking victims, some of whom were awaiting space at the shelters. The center provided psycho-social services and food aid and identified individuals at risk of trafficking and referred them to shelter services. In 2014, the center provided services to over 100 African men and women, primarily from Eritrea, who police identified as trafficking victims abused in the Sinai. Additionally, the government continued to provide trafficking victims who opted not to live in shelters an official letter that protected them from potential arrest and emergency contact numbers of the shelters and relevant ministries.

The Ministry of Justice (MOJ) legal aid branch continued to provide free legal aid to trafficking victims. In 2014, the branch received 88 legal aid requests from victims, including 47 African men and women who were trafficking victims in the Sinai. In 2014, the government issued 111 B1 visas—unrestricted work visas—and one-year rehabilitation visas to trafficking victims. The government encouraged victims to assist in the investigation and prosecution of their traffickers, but did not require their participation as a condition for receiving visas and protective assistance; victims could also opt to leave the country pending trial proceedings. The government allowed trafficking victims to work during the investigation and prosecution of their traffickers.

Though most trafficking victims were not punished for acts committed as a direct result of being subjected to human trafficking, unidentified trafficking victims among the irregular African migrant population were regularly detained for immigration violations under the Law of Infiltration. In December 2014, the government amended the law, which determined irregular African migrants remain in prison for three months, followed by 20 months in the Holot holding facility. Though the government characterized Holot as an open facility, an international organization and Holot residents claimed it was a *de facto* detention center due to its remote location in the desert, poor access to healthcare, and restrictive requirements on movement. Though the government identified and released from detention four trafficking victims in 2014, an NGO identified and referred 29 trafficking victims among those in detention facilities to the MOJ legal aid branch; at the end of the reporting period, the government granted only eight of these referrals trafficking victim status.

PREVENTION

The government continued its efforts to prevent and raise awareness of human trafficking. The anti-trafficking unit met on a regular basis with government ministries, NGOs, and the Knesset (parliament); conducted trainings for officials; advised officials on labor practices in the agricultural sector and fishing industry; and maintained a website on human trafficking. The anti-trafficking unit also continued to chair an inter-ministerial committee appointed to study women and children in prostitution in Israel and, in 2014, it formed a working group with various ministries and an NGO to address child prostitution. The Knesset Subcommittee on Trafficking in Women and Prostitution and the Knesset Committee on Foreign Workers met several times during the reporting period. In December 2014, the government presented its seventh annual awards to individuals or organizations making a significant contribution to combat human trafficking.

PIBA continued to monitor recruitment agencies and manpower companies for labor law violations, and the government produced and distributed a victim identification pamphlet to manpower agencies. In accordance with PIBA procedures for recruitment agencies in the caregiving sector, it required every agency to hire a licensed social worker responsible for supervising the conditions of foreign caregivers, including home visits, and for informing relevant authorities about labor violations. In 2014, the Ministry of Interior reported an increased focus on training social workers to identify potential cases of human trafficking among caregivers. In 2014, the police charged 26 individuals for alleged crimes against foreign workers, such as inflated brokerage fees and fraud. The Ministry of Economy, which employed 274 labor inspectors and contracted translators during routine inspections, initiated 796 investigations and issued 982 administrative warnings against 413 employers for labor violations in 2014. The government continued to operate a 24-hour hotline for foreign workers to lodge complaints. The government reported efforts to reduce the demand for commercial sex acts and forced labor. In 2014, the government prosecuted nine defendants and convicted two individuals for purchasing commercial sex with children, while it also initiated the prosecution of a potential forced labor case that included elements of exploitation. The government also made efforts to prevent potential trafficking of African migrants who had been abused—or affiliated to persons abused—in the Sinai; it prosecuted four and convicted two offenders for crimes committed in the Sinai, some of which may have included trafficking. The government made significant efforts to address sex tourism. The Ministry of Tourism adopted the Global Code of Ethics in Tourism in January 2014, and throughout 2014 it implemented awareness raising of trafficking in the tourism sector

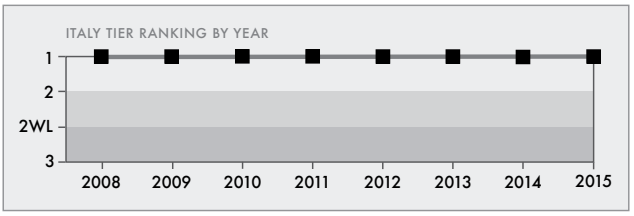
and anti-trafficking training on this issue for government officials, tourism industry representatives, and NGOs. Israeli law prohibits Israeli nationals from engaging in child sex tourism abroad. The government provided anti-trafficking training or guidance for its diplomatic personnel.

ITALY: Tier 1

Italy is a destination, transit, and source country for women, children, and men subjected to sex trafficking and forced labor. Victims originate from Nigeria, Romania, Morocco, China, and other countries. Female victims are often subjected to sex trafficking in Italy after accepting promises of employment as waitresses, dancers, singers, models, or caregivers. Eastern European women and girls are forced into prostitution by Romanian and Albanian criminal groups. Nigerian women and girls are subjected to sex and labor trafficking through debt bondage and coercion through voodoo rituals. Experts estimate approximately 2,500 children are exploited in street prostitution. Men from Africa, Asia, and Eastern Europe are subjected to forced labor through debt bondage in agriculture in southern Italy and in construction, house cleaning, hotels, and restaurants in the north. Chinese men and women are forced to work in textile factories in Milan, Prato, and Naples. Children subjected to sex trafficking, forced begging, and forced criminal activities are from Romania, Nigeria, Brazil, Morocco, and Italy, particularly Romani and Sinti boys who may have been born in Italy. Transgender individuals from Brazil and Argentina are forced into prostitution in Italy. Unaccompanied children are at risk of trafficking, particularly boys from Somalia, Eritrea, Bangladesh, Egypt, and Afghanistan who often work in shops, bars, restaurants, and bakeries to repay smuggling debts or send money to their families. Official complicity in human trafficking crimes occurs at the local level.

Experts believe the overall number of trafficking victims in Italy is increasing due to the dramatic rise in migrants and asylum seekers arriving by boat escaping war and oppressive political, social, or economic conditions. One of the two main irregular migration routes used by smugglers and traffickers originates in East or South Asia, passes through Turkey and Greece, and crosses the Mediterranean Sea to Italy; the other route originates in Sub-Saharan Africa, passes through Niger and North Africa, and reaches Italy by sea. More than half of the 170,100 migrants who came ashore in 2014 were not identified by authorities, and many moved on to join relatives in northern European countries; some may have become victims of trafficking and exploitation. The Italian government houses migrants in temporary centers throughout the country; asylum seekers who leave the centers before their cases are finalized are at risk of being subjected to sex or labor trafficking. Approximately a quarter of the unaccompanied children who arrived in Italy in 2014 and left their protected communities to work, beg, or journey northwards are highly vulnerable to exploitation. Most migrants and asylum seekers rely on smugglers at some point during their journey and in some instances are forced into exploitation upon arrival in Italy.

The Government of Italy fully complies with the minimum standards for the elimination of trafficking. The government continued to investigate and prosecute offenders under the anti-trafficking law, though convictions decreased. The government increased identification of victims by 80 percent and doubled funding for victim protection, returning Italy to its 2012 level of funding, though victim needs continued to outpace available resources. The government coordinated an interagency working group to generate guidelines for victim identification and referral as part of a proposed national action plan, but postponed publication of the plan.



RECOMMENDATIONS FOR ITALY:

Increase convictions of traffickers resulting in dissuasive sanctions; improve efforts to screen irregular migrants and asylum seekers to identify possible trafficking victims, particularly in migrant reception and expulsion centers; increase efforts to identify victims of domestic trafficking, specifically among children from minority populations forced into prostitution, begging, or crime; provide appropriate services for labor trafficking victims and discourage demand for forced labor by increasing thorough labor inspections; formalize victim identification and referral procedures and consistently train law enforcement and other officials on their proactive application; provide adequate long-term funding to NGOs assisting victims; develop specialized services for child trafficking victims and expand accommodation for male victims; establish a national coordination structure that involves all relevant public bodies and civil society organizations; finalize and implement a national action plan; and implement nationwide awareness raising activities on all forms of trafficking.

PROSECUTION

The government continued efforts to investigate and prosecute traffickers, but decreased convictions. Italy prohibits all forms of trafficking through its 2003 Measures Against Trafficking in Persons law, which prescribes penalties of eight to 20 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. Authorities investigated 3,803 suspected traffickers in 2013, the most recent year for which law enforcement statistics were available, an increase from 2,270 suspects in 2012. The government prosecuted 1,024 defendants in 2013, an increase from 805 defendants in 2012. In 2013, 74 traffickers were convicted and appeals courts affirmed the convictions of 108 defendants, representing decreases from the 135 traffickers convicted and 121 convictions upheld in 2012. The government was unable to provide complete data on sentences imposed during the reporting period, but reported some convicted traffickers received prison sentences ranging from five to 13 years. The government did not disaggregate law enforcement statistics involving sex and labor trafficking crimes but historically has prosecuted both. The training curriculum for law enforcement agencies included victim identification and investigation of trafficking and exploitation crimes, though the government lacked a systematic approach to training public officials. The Italian foreign ministry suspended Italy's ambassador to Turkmenistan after he was arrested in the Philippines for child trafficking and abuse. Despite incidents of local government officials involved in trafficking, the government did not report any investigations, prosecutions, or convictions of government officials complicit in trafficking offenses.

PROTECTION

The government improved protection efforts. With government funding, NGOs assisted 810 victims of sexual and labor exploitation in 2014, a large increase from the 447 victims assisted in 2013, though well below the 2,018 victims assisted in 2012. Approximately one quarter (203) received official trafficking victim status. The vast majority of victims (595) were females subjected to sexual exploitation, of whom 24 were girls; 215 were victims of labor exploitation. The government granted 381 foreign trafficking victims temporary residence permits in 2013, but it did not provide the number of permits granted in 2014. Victims were not required to cooperate with law enforcement to obtain a residence permit, but experts reported victims were often expected to give information to law enforcement. Eighty-two victims collaborated in the prosecution of traffickers, though experts have noted witness protection is rarely available to trafficking victims.

The government allotted 8 million euro ($9.86 million) to trafficking victim assistance programs implemented by NGOs in 2014, a 60 percent increase from its 2013 allocation. Victim assistance programs also received approximately 2.7 million euro ($3.27 million) from local and regional administrations and the EU. NGOs reported insufficient funding to meet victim assistance needs. Victim services lasted three to six months; shelter and reintegration assistance was available for an additional 12 months. Male victims were accommodated in separate shelters run by NGOs, though space was limited. Child trafficking victims received an automatic residence permit until they reached 18 and were accommodated in generalized children's centers; specialized services and shelters for child trafficking victims did not exist. Experts criticized disparate levels of assistance across the country. Referral processes varied from region to region and were based on memoranda of understanding signed between local police and NGOs. According to NGOs, trafficking victims amongst irregular migrants, asylum seekers, and unaccompanied children went unidentified due to inconsistent application of identification criteria by officials. Under Italian law, victims were not punished if they were forced to commit a criminal offense as a result of being subjected to trafficking; however, there were reports some victims were charged with immigration-related crimes.

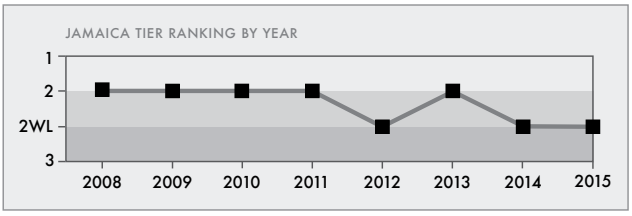
PREVENTION

The government sustained limited trafficking prevention efforts. The government did not finalize its first national anti-trafficking action plan, despite a March 2014 legislative decree requiring it to do so. It also did not implement any nationwide public awareness campaigns. The government lacked a national anti-trafficking coordinator, and there was no national rapporteur to conduct independent evaluations of anti-trafficking efforts. The government's hotline for victims of trafficking received over 4,000 calls for information in 2014, of which 769 were directly related to trafficking. Local authorities and NGOs continued to distribute brochures, posters, bumper stickers, and media advertisements providing information on victim assistance. The government coordinated an interagency working group to generate guidelines for victim identification and referral as part of the creation of the national plan. The government made efforts to reduce the demand for commercial sex acts and forced labor. The government provided anti-trafficking training to Italian troops prior to their deployment abroad as part of international peacekeeping missions. The government provided anti-trafficking training for its diplomatic personnel.

JAMAICA: Tier 2 Watch List

Jamaica is a source and destination country for adults and children subjected to sex trafficking and forced labor. Sex trafficking of Jamaican women and children reportedly occurs on streets and in night clubs, bars, massage parlors, and private homes, including in resort towns. Jamaican citizens have been subjected to sex trafficking and forced labor abroad, including in other Caribbean countries, Canada, the United States, and the United Kingdom. Communities vulnerable to sex trafficking and forced labor include residents of Jamaica's poverty-stricken areas ruled by criminal "dons," who remain effectively outside of the government's control, and workers in the informal sector, particularly on family farms and in markets and shops. A high number of children are reported missing in Jamaica; some of these children are likely subjected to forced labor or sex trafficking. Foreign nationals are subjected to forced labor in Jamaica and aboard foreign-flagged fishing vessels operating in Jamaican waters. NGOs and other local observers report child sex tourism is a problem in Jamaica's resort areas. Jamaican police officers may be complicit in prostitution rings, some of which are alleged to recruit children and coerce adults into the sex trade.

The Government of Jamaica does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2014, the government made substantive efforts to raise public awareness of human trafficking. The government also named a national trafficking in persons rapporteur, the first such appointment in the region, who will report directly to Parliament. The director of public prosecution successfully concluded a trafficking case at the Supreme Court. Despite these measures, the government did not demonstrate evidence of overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Jamaica is placed on Tier 2 Watch List. For the sixth consecutive year, the government did not convict any traffickers, including officials complicit in human trafficking. While the government identified more Jamaican adult trafficking victims than in the previous reporting period, it only identified one child victim compared with the high number of children vulnerable to both sex trafficking and forced labor.



RECOMMENDATIONS FOR JAMAICA:

Vigorously prosecute, convict, and punish traffickers, including any officials complicit in sex or labor trafficking; identify and assist more victims of forced labor and sex trafficking, including prostituted Jamaican children; develop a new, comprehensive national action plan with adequate funding dedicated to implement the plan; fully implement government-wide standard operating procedures to guide police, labor inspectors, child welfare officials, and health workers in the proactive identification of local and foreign victims of forced labor and sex trafficking, including children under age 18 in prostitution in night clubs, bars, and massage parlors; develop and implement standards for shelter and trafficking victim care designed to move victims toward self-sufficiency; provide the

necessary authority and support to the newly appointed national rapporteur on trafficking in persons to carry out the mandate to investigate reports of human trafficking, report on violations of the rights of victims, and provide an annual report to the government; and continue efforts to raise awareness about human trafficking of Jamaican citizens and foreign nationals.

PROSECUTION

The government did not secure any trafficking convictions; however, it successfully concluded a trafficking trial at the Supreme Court, which resulted in a hung jury, and continued to pursue 13 trafficking cases in the court system. The government prohibits all forms of trafficking through its comprehensive Trafficking in Persons (Prevention, Suppression, and Punishment) Act. Maximum sentences for trafficking crimes range from 20 years' imprisonment for trafficking in persons and conspiracy to commit trafficking to 30 years' imprisonment for aggravated trafficking in persons. In April 2014, officials enacted the Criminal Justice Act, which may be used to prosecute traffickers who are members of a "criminal organization" with penalties of five to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes.

Jamaica's laws against human trafficking are sufficient; however, the government has not convicted any traffickers in the previous six years. Chronic delays in the justice system seriously impeded trafficking and other violent crime prosecutions. The Ministry of Justice is undertaking a judicial reform program to improve efficiency. Authorities reportedly initiated 38 new trafficking investigations, compared with 27 in 2013, leading to the arrest of five individuals for suspected sex trafficking crimes in 2014. Prosecutors initiated prosecutions of five individuals in 2014, including a former government official, for violations of the anti-trafficking law, compared with four prosecutions initiated in 2013. The government continued 10 trafficking prosecutions from previous reporting periods including seven sex trafficking, two forced labor, and one domestic servitude prosecution. In one of these cases, the case was delayed because of the need to appoint legal counsel for the suspected trafficker. Authorities reported no new investigations or any convictions of government officials for alleged complicity in trafficking-related offenses. The Jamaican police, in collaboration with Bahamian counterparts, oversaw the investigation that led to the successful prosecution and 2014 conviction in The Bahamas of a Jamaican national for sex trafficking. The government funded and provided trafficking training for 168 police officers, judges, and magistrates.

PROTECTION

The government sustained efforts to protect identified victims. Authorities identified 20 potential sex trafficking victims in 2014, including four confirmed victims—three adult females and one female child—and 16 suspected victims, all adult females. In comparison, authorities identified 14 suspected victims of trafficking in 2013. Eleven of the suspected victims were Jamaican and nine were foreign nationals from Colombia, Guyana, and Suriname. Police developed a standard operating procedure on victim identification available by intranet at the national police college. The children's registry continued to use a standard procedure to receive reports and referrals concerning violence against children and trafficking victims, and immigration officials continued to use a procedure to screen and conduct risk assessments of potential victims. Although the government offered protection to all confirmed and suspected victims, few victims were identified relative to the size of the vulnerable population.

All 20 confirmed and suspected victims were referred to government and NGO care facilities and received medical services, psychological services, and financial assistance for basic necessities. The foreign national victims from Colombia, Guyana, and Suriname were later voluntarily repatriated to their home countries. The government's trafficking shelter, which could house 12 people, continued to assist only one person—a domestic servitude victim who recently turned 18 and has lived in the shelter for two years. The victim did not attend school, but was provided guided instruction through a web-based curriculum commonly used in Jamaican schools; she left the shelter infrequently and reportedly with a chaperone for her safety. Other government-supported shelters did not allow victims to leave at will or without a chaperone. Authorities provided 3,400,000 Jamaican dollars ($29,500) in funding for the government shelter in 2014. In accordance with Jamaica's anti-trafficking law, the government provided official guidance for immigration authorities not to deport foreign victims. Authorities did not provide immigration relief to any foreign victims, all of whom chose to be repatriated, compared with one foreign victim out of 14 potential victims in 2013 and 21 foreign victims out of 23 potential victims during 2012. There were no reports of the government inappropriately punishing victims for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

The government increased efforts to prevent human trafficking, in contrast with previous years. Jamaica had a national anti-trafficking plan through 2015. The cabinet appointed the Jamaican children's advocate as the national rapporteur on trafficking in persons in order to investigate reports of trafficking, report on violations of the rights of victims, and provide an annual report to the government. The government funded public service announcements, which aired *via* television, radio, and cinema messages from February to April 2015. Officials published an anti-trafficking curriculum for secondary school students to raise awareness. The national anti-trafficking taskforce delivered presentations and pamphlets about trafficking to students, educators, and the public at a university, schools, churches, and events across the country; and also to 245 health workers in three parishes. The labor ministry educated Jamaican workers set to work in a foreign seasonal agricultural program about the risks of trafficking prior to their departure between January and October each year. The taskforce educated members of the tourism industry in major resort areas to encourage reporting of suspected sex tourism. The government provided anti-trafficking training to some diplomatic personnel. Although raids were conducted in popular resort areas, the government did not report any child sex tourism investigations, prosecutions, or convictions, nor were there efforts to reduce the demand for commercial sex acts, child sex tourism, or forced labor.

JAPAN: Tier 2

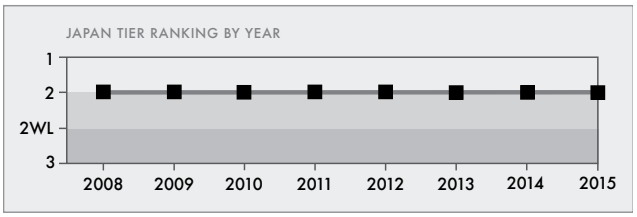
Japan is a destination, source, and transit country for men and women subjected to forced labor and sex trafficking, and for children subjected to sex trafficking. Male and female migrant workers, mainly from Asia, are subjected to conditions of forced labor, including through the government's Industrial Trainee and

Technical Internship Program (TITP). Some men, women, and children from East Asia, Southeast Asia (mainly the Philippines and Thailand), South America, Africa, Eastern Europe, Russia, and Central America travel to Japan for employment or fraudulent marriage and are subjected to sex trafficking. Traffickers use fraudulent marriages between foreign women and Japanese men to facilitate the entry of women into Japan for forced prostitution in bars, clubs, brothels, and massage parlors. Traffickers strictly control the movement of victims using debt bondage, threats of violence or deportation, blackmail, and other coercive psychological methods. Victims of forced prostitution sometimes face debts upon commencement of their contracts. Most are required to pay employers fees for living expenses, medical care, and other necessities, leaving them predisposed to debt bondage. "Fines" for alleged misbehavior are added to victims' original debt, and the process brothel operators use to calculate these debts is typically not transparent. Trafficking victims transit Japan between East Asia and North America.

Japanese nationals, particularly runaway teenage girls and children of foreign and Japanese citizens who have acquired nationality, are also subjected to sex trafficking. The phenomenon of *enjo kosai*, also known as "compensated dating" and variants of the "JK business" (JK stands for *joshi-kosei* or high school girl) continue to facilitate the prostitution of Japanese children. Sophisticated and organized prostitution networks target vulnerable Japanese women and girls—often in poverty or with mental and intellectual disabilities—in public areas such as subways, popular youth hangouts, schools, and online; some of these women and girls become trafficking victims. Japanese men continue to be a significant source of demand for child sex tourism in Southeast Asia and, to a lesser extent, Mongolia.

Cases of forced labor occur within TITP, a government-run program that was originally designed to foster basic industrial skills and techniques among foreign workers, but has instead become a guest worker program. During the "internship," many migrant workers are placed in jobs that do not teach or develop technical skills—the original intention of the TITP; some of these workers continued to experience conditions of forced labor. The majority of technical interns are Chinese and Vietnamese nationals, some of whom pay up to $10,000 for jobs and are employed under contracts that mandate forfeiture of the equivalent of thousands of dollars if workers try to leave. Reports continue of excessive fees, deposits, and "punishment" contracts under this program. Some employers confiscate trainees' passports and other personal identification documents and control the movements of interns to prevent their escape or communication with persons outside the program.

The Government of Japan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government conducted a comprehensive review of TITP and submitted a reform bill to the Diet that establishes a third-party management audit body with the capacity to punish perpetrators of forced labor and improves redress mechanisms for migrant workers. It also issued a revised national plan of action and established a minister-level committee to implement the plan. The government, however, did not develop or enact legislation that would fill key gaps in the law and thereby facilitate prosecutions of trafficking crimes. The government did not prosecute or convict forced labor perpetrators despite allegations of labor trafficking in the TITP, and the overall numbers of prosecutions and convictions decreased since 2013. The government did not develop specific protection and assistance measures for trafficking victims, such as establishing a nationwide network of shelters exclusively for trafficking victims apart from the existing network of shelters for victims of domestic violence. The government did not accede to the 2000 UN TIP Protocol.



RECOMMENDATIONS FOR JAPAN:

Draft and enact a comprehensive anti-trafficking law prohibiting all forms of trafficking consistent with the 2000 UN TIP Protocol; significantly increase efforts to investigate and prosecute forced labor cases and punish convicted traffickers with jail time; enact the TITP reform bill; increase enforcement of bans on excessive deposits, "punishment" agreements, withholding of passports, and other practices that contribute to forced labor in the TITP; implement the newly expanded victim identification procedures for front-line officers to recognize both male and female victims of forced labor or sex trafficking; enhance screening of victims to ensure potential victims of trafficking are not detained or forcibly deported for unlawful acts committed as a direct result of being subjected to trafficking; set aside resources to provide specialized care and assistance to trafficking victims, including designated shelters for trafficking victims; aggressively investigate, prosecute, convict, and punish Japanese nationals who engage in child sex tourism; and accede to the 2000 UN Transnational Organized Crime Convention and the TIP Protocol.

PROSECUTION

The government decreased anti-trafficking prosecution efforts. Japan's criminal code does not prohibit all forms of trafficking in persons, as defined by international law, and the government relies on various provisions of laws relating to prostitution, abduction, child welfare, and employment to prosecute trafficking in persons crimes. Articles 7 through 12 of the 1956 Prostitution Prevention Law prohibit prostitution-related crimes, including forced prostitution. Articles 225 through 227 of the 1907 Penal Code prohibit abduction by force or deception for various purposes (including for "profit" and "indecency") and the buying or selling of human beings. Those provisions also criminalize delivering, receiving, transporting, or hiding—but not recruiting—a person for those purposes. The 1947 Employment Security Act makes it a crime for a person to engage in labor recruitment "by means of violence, intimidation, confinement, or other unjust restraint on mental or physical freedom" or to recruit laborers for "work harmful to public health or morals." The government reports it relies on that law to prosecute forced labor, including sex trafficking. In addition, Japan's 1947 Child Welfare Act broadly criminalizes harming a child—to include causing a child to commit an obscene act or an act harmful to the child—which has reportedly been the basis for prosecuting a defendant for subjecting a child to prostitution. However, the Child Welfare Act does not appear to cover all forms of child sex trafficking, as it does not reach the recruitment, transport, transfer, or receipt of a child for the purpose of prostitution. Articles 225 and 226 provide a 10-year maximum

penalty for abducting by force or deception and for buying a person for the purpose of profit or indecency, which is sufficiently stringent and generally commensurate with penalties prescribed for other serious crimes, such as rape. However, transporting a person across international borders as part of those crimes of abduction and buying and selling a person to be abducted, bought, or sold is a lesser crime subject to a two-year maximum penalty. Other crimes relied on by Japanese prosecutors to prosecute trafficking offenses also carry insufficiently stringent penalties. An offender who prostitutes a child and is convicted of endangering a child's welfare by "causing the child to commit an act making an impact that is mentally or physically harmful to the child" could be punished only with the payment of a fine, as the penalty is a maximum of three years' imprisonment, a fine of the equivalent of one million yen ($8,000), or both. Similarly, to the extent the Employment Security Act criminalizes the recruitment prong of forced labor, the allowed maximum punishment of a minimum fine of 200,000 yen ($1,700) is insufficiently stringent. In addition, some forms of forced prostitution are punishable by a maximum of three years' imprisonment or a fine. Others are subject to five years' imprisonment without the alternative of a fine.

The government reported two prosecutions and one conviction under the trafficking provisions of its criminal code; otherwise it utilized other nontrafficking provisions to prosecute possible trafficking crimes. The government investigated 32 cases for offenses related to human trafficking, compared with 28 in 2013, and convicted 17 sex traffickers, compared with 31 in 2013. Of the 17 convicted traffickers, five received prison sentences, eight received suspended sentences, and four received fines. Despite numerous reports and allegations of possible labor trafficking offenses under the TITP, including confiscation of passports, imposition of exorbitant fines, and arbitrary deduction of salaries resulting from non-contractual infractions, the government did not prosecute or convict traffickers involved in the use of TITP labor. The government reported investigating 661 cases of child prostitution; 507 resulted in prosecutions, compared with 709 in 2013. It was unclear how many resulted in convictions and how many of the cases involved child sex trafficking. The National Police Agency (NPA), Ministry of Justice (MOJ), Bureau of Immigration, and Public Prosecutor's office continued to conduct numerous anti-trafficking trainings for senior investigators and police officers, prosecutors, judges, and immigration bureau officers on identifying victims and investigating trafficking cases. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses.

PROTECTION

The government's protection efforts continued to be hampered by a narrow definition of human trafficking. The government has never identified a forced labor victim in the TITP, despite substantial evidence of trafficking indicators, including debt bondage, passport confiscation, and confinement. NPA officials identified 25 female sex trafficking victims, compared with 21 in 2013. Seven of the 12 Japanese nationals identified were children. The police reported identifying 464 victims of child prostitution. The government reported providing psychological counseling and medical care to victims of child prostitution. The government continued to lack trafficking victim-specific services, but funded Japan's Women's Consulting Center (WCC) shelters and domestic violence shelters, which assisted five of the trafficking victims. Other victims were assisted in NGO shelters or returned to their homes. WCC shelters provided food, basic needs, psychological care, and coverage of medical expenses, and allowed the victims to leave the facilities when accompanied by facility personnel. Japan continued to lack dedicated shelters or clearly defined resources for male victims.

NPA officials used an IOM-developed handbook and the Inter-Ministerial Liaison Committee's manuals to identify victims and refer victims to available services. In 2014, a law enforcement task force developed a new anti-trafficking manual for frontline officers. Some victims were reluctant to seek government assistance due to the perception of a lack of protective services available to identified victims. No assistance to victims of forced labor or abused "interns" in the TITP was reported, as the government did not screen for or identify victims among this vulnerable population. The government-funded Legal Support Center provided pro bono legal services to destitute victims of crime for both criminal and civil cases; for the third consecutive year, it was unclear whether any trafficking victims applied for or received such services. Although the law prohibits trafficking victims from being punished for crimes committed as a result of being subjected to trafficking, some women in prostitution detained during police raids and arrested migrant workers were fined or deported without being screened for indicators of trafficking. Temporary, long term, and permanent residency benefits were available to victims who feared returning to their home country; the government granted two long-term residency visas. In most cases, however, foreign victims chose to return to their home country rather than stay through the lengthy investigation and trial period. Victims had the right to seek compensation from their traffickers, but no victim has ever sought restitution to date.

PREVENTION

The government increased efforts to prevent trafficking. It issued a revised national plan of action and established a ministerial-level committee chaired by the Chief Cabinet Secretary to oversee the implementation of the revised plan. The plan outlined efforts to reform the TITP, train frontline officers, and improve protection and assistance for trafficking victims. Authorities did not specify budget allocations or a time frame to implement the plan. As part of the plan's implementation, the government conducted a comprehensive review of the TITP and drafted a reform bill submitted to the Diet in March 2015. The reform bill establishes a third-party entity to conduct management audits, an oversight mechanism to hold perpetrators accountable for crimes of forced labor, and a redress mechanism for foreign migrants, and designates responsible ministries. The government continued to advertise the multilingual emergency contact hotline number at local immigration offices and governments of source countries, conduct online trafficking awareness campaigns, and publicize trafficking arrests to raise awareness. The MOJ banned 22 supervising organizations and 218 implementing organizations from receiving TITP interns in 2014. The Japan International Trade Cooperation Organization, a government entity designated to monitor the TITP, conducted employer visits and trainings, operated a hotline for TITP interns, and distributed the TITP workers' handbooks in six languages.

In an effort to reduce demand for commercial sex, the Cabinet Office continued to distribute posters, leaflets, and passport inserts nationwide with warning messages to potential consumers of sexual services. Japan is a source of demand for child sex tourism, with Japanese men traveling and engaging in commercial sexual exploitation of children in other Asian countries—particularly Thailand, Indonesia, Cambodia, the Philippines, and, to a lesser extent, Mongolia; the government did not investigate or prosecute

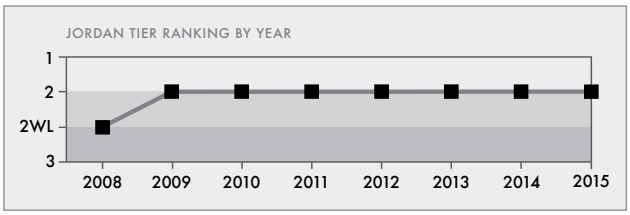
anyone for child sex tourism. The NPA hosted a conference on commercial sexual exploitation of children in Southeast Asia in December 2014, during which officials shared case details with Thai, Cambodian, Philippine, and Indonesian police counterparts. The government provided anti-trafficking training for troops prior to their deployment abroad on international peacekeeping missions and for its diplomatic personnel. Japan is the only G-7 country that is not a party to the 2000 UN TIP Protocol.

JORDAN: Tier 2

Jordan is a source, destination, and transit country for adults and children subjected to forced labor and, to a lesser extent, sex trafficking. Women from Southeast Asia and East Africa voluntarily migrate to Jordan for employment among the estimated 50,000 foreign domestic workers in the country; some domestic workers are subjected to forced labor. Many of these workers are unable to return to their home countries due to pending criminal charges against them or due to their inability to pay overstay penalties or plane fare home. Some migrant workers from Egypt—the largest source of foreign labor in Jordan—experience forced labor in the construction, service, and agricultural sectors. Syrians may face forced labor in the agricultural sector, while some refugee children are subjected to the worst forms of child labor. Men and women from throughout Asia migrate to work in factories in Jordan's garment industry where some workers experience forced labor. Jordan's sponsorship system places a significant amount of power in the hands of employers and recruitment agencies, preventing workers from switching employers or receiving adequate access to legal recourse in response to abuse. Some Sri Lankan women engaged in prostitution in the country may be trafficking victims.

An increasing number of Syrian refugees—particularly women and children—work illegally and informally in the Jordanian economy, which puts them at risk of trafficking. There is a reported increase in Syrian refugee children working alongside their families in shops and marketplaces in cities and the agricultural sector, as well as peddling goods and begging. According to media reports, some Syrian refugee women and girls endure sex trafficking. In early 2014, an international organization reported a case of a Syrian woman whose Syrian husband forced her into prostitution in a nightclub in Jordan. Jordanian law enforcement, NGOs, and the media reported some instances of Syrian refugee women and girls being sold into "temporary" or forced marriages to Jordanians and men from the Gulf for the purpose of prostitution. Syrian, Lebanese, North African, and Eastern European women may be forced into prostitution after migrating to Jordan to work in restaurants and nightclubs; some Jordanian women working in nightclubs may also be forced into prostitution. Some out-of-status domestic workers from Indonesia, the Philippines, Bangladesh, and Sri Lanka are reportedly forced into prostitution after fleeing their employers. Jordanian children employed within the country as mechanics, agricultural laborers, and beggars may be victims of forced labor. There are reports of organized child begging rings involving Jordanian, Syrian, and Egyptian children. Some Jordanian girls are forced to drop out of school to perform domestic service in their families' homes.

The Government of Jordan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the year, the government substantially increased efforts to prosecute and convict trafficking offenders, and continued to identify and refer to protection services an increased number of trafficking victims. Authorities also increased referrals of trafficking victims to a government-run shelter for gender-based violence (GBV) victims; as of early 2014, this shelter provided specific care for trafficking victims. Furthermore, in March 2015, the government completed construction of a shelter dedicated exclusively to trafficking victims, and was in the process of equipping and staffing the facility at the end of the reporting period; it was also in the process of drafting a national victim referral mechanism at the end of the reporting period. Though the government improved its law enforcement and victim identification and referral efforts, it did not systematically investigate potential cases of trafficking that involved withholding of passports and wages. Trafficking victims—particularly domestic workers who ran away from abusive employers—continued to face arrest and imprisonment.



RECOMMENDATIONS FOR JORDAN:

Continue to increase efforts to prosecute, convict, and punish trafficking offenses with adequate jail time under the anti-trafficking law; investigate and punish individuals for withholding workers' passports under Jordan's passport law; continue to proactively identify trafficking victims, particularly among vulnerable populations, such as detained foreign migrants, domestic workers, children and women in prostitution, and Syrian refugees; implement standardized referral procedures for authorities to promptly refer identified victims to protection services; make the newly constructed trafficking shelter fully operational, and adequately train staff to provide care specifically for trafficking victims at both the new trafficking shelter and the GBV shelter; ensure identified victims are not punished for unlawful acts committed as a direct result of being subjected to human trafficking, such as immigration or prostitution violations or escaping from an abusive employer; issue regulations governing work in the agricultural sector; and continue to implement anti-trafficking awareness campaigns.

PROSECUTION

The government significantly increased law enforcement efforts to combat all forms of trafficking, including those involving the most vulnerable populations. The 2009 anti-human trafficking law prohibits all forms of sex and labor trafficking and prescribes penalties of six months' to 10 years' imprisonment for forced prostitution, child trafficking, and trafficking of women and girls; these penalties are sufficiently stringent, but not commensurate with those prescribed for other serious crimes, such as rape. Penalties prescribed for labor trafficking offenses are not sufficiently stringent; offenses against adult male victims that do not involve aggravating circumstances are limited to a minimum of six months' imprisonment and a fine. Jordan's labor law assigns administrative penalties for labor violations committed against Jordanian or foreign workers, yet these penalties are not sufficiently stringent to deter the crime of human trafficking. The withholding of passports is a crime under Jordan's passport law, which prescribes six months' to three years' imprisonment, as well as financial penalties.

The Public Security Directorate (PSD) and Ministry of Labor (MOL) joint anti-trafficking unit increased its investigations of potential trafficking cases. In 2014, the joint anti-trafficking unit reported investigating 311 potential trafficking cases and referred for prosecution 53 cases involving 91 male and 24 female alleged trafficking offenders; this was a substantial increase from the 24 investigations and 17 prosecutions in 2013. Ten of these cases involved sex trafficking, nine involved alleged forced labor violations, and 34 involved exploitation of domestic workers. In December 2014, the joint unit investigated and referred for prosecution six suspects for forcing a 17-year-old Syrian refugee girl into 21 "temporary" marriages over a two-year time period—for the purpose of prostitution—to various men including those from the Gulf; she was also forced to undergo seven hymen reconstruction surgeries. The "marriage broker", doctor, fake sharia judge, two witnesses, as well as the victim's mother *in absentia*, were charged under the anti-trafficking law and remained in detention at the end of the reporting period. The Ministry of Justice reported the government's conviction of 28 offenders under the anti-trafficking law in 2014—also marking a significant increase from two convictions in 2013. The penalties applied against the convicted trafficking offenders ranged from one to 10 years' temporary hard labor, three to six months' imprisonment, and financial fees.

The joint anti-trafficking unit settled 109 cases involving the withholding of passports, nonpayment of wages, and restricted freedom. Though these cases involved conditions indicative of trafficking crimes, the government did not categorize them as such. NGOs and foreign embassy representatives reported the joint unit preferred to settle potential cases of domestic servitude through mediation, rather than referring them for criminal prosecution. Foreign embassy officials reported the government failed to investigate cases in which workers' wages had reportedly been withheld for at least five years. Despite reports employers continued to withhold garment workers' documents, authorities did not routinely investigate or prosecute employers in this sector for document withholding or criminal trafficking offenses. The government did not report any investigations or prosecutions of government employees for complicity in trafficking-related offenses. The joint anti-trafficking unit trained other law enforcement officials on trafficking during internal PSD workshops in 2014.

PROTECTION

The government continued to make progress in its efforts to proactively identify and protect trafficking victims. The government identified 121 female and 40 male victims in 2014; this represents an increase from 90 victims identified in the previous reporting period. The government referred 122 potential victims to a government-run shelter for GBV victims, a local NGO-operated shelter, and an international organization; this was a significant increase from 46 victim referrals in 2013. In March 2015, the government completed construction of a shelter solely dedicated to protecting trafficking victims; however, it was not operational and a designated budget was being developed cooperatively between the government and an international organization at the end of the reporting period. The government began development of a national victim referral mechanism; in the interim, it continued to shelter victims at a GBV facility and to refer victims to services. During the reporting period, the joint anti-trafficking unit agreed to regularly refer trafficking victims to a local NGO for legal aid; in December 2014, the unit referred five victims as a result of the agreement. In early 2014, the government officially expanded the mandate of a shelter for GBV victims to formalize its assistance to trafficking victims; it could house up to 50 female victims of violence and offered medical, psycho-social, educational, and legal assistance. The joint anti-trafficking unit referred 31 cases to the shelter during the reporting period and demonstrated professionalism and sensitivity when handling trafficking cases.

Foreign female domestic workers continued to seek refuge at their respective embassies, which provided shelters for hundreds of workers who fled abusive employers. Many of them were waiting for the return of their passports, back pay for unpaid salaries, or resolution of labor disputes or criminal charges. The government conducted outreach to foreign embassies and migrant workers, waived overstay fines to facilitate workers' departure from the country, and waived fees for renewing expired work permits during its March to May 2014 and February to April 2015 amnesty periods. Nonetheless, victims remained vulnerable to arrest and detention if found without valid residency documents and the government incarcerated some foreign domestic workers fleeing abusive employers after their employers or recruitment agencies filed false claims of theft against them. NGOs noted trained law enforcement officials did not always interview or screen foreign migrant workers in administrative detention or those charged with crimes as potential trafficking victims. The fining of foreign workers without valid residency documents—including identified trafficking victims—served as a strong disincentive for trafficking victims to remain in Jordan and pursue legal action against traffickers. The government did not provide foreign victims with legal alternatives to their removal to countries where they might face hardship or retribution.

PREVENTION

The government continued efforts to prevent trafficking. The anti-trafficking committee met twice during the reporting period and its technical committee met 10 times. In April 2014, the anti-trafficking committee published a report documenting Jordan's anti-trafficking efforts from 2010 to 2014. The government continued to distribute anti-trafficking brochures to foreign migrants at border crossings, police stations, airports, and in the garment sector. The government did not report taking measures to reduce the demand for commercial sex acts or forced labor. The government did not provide specific anti-trafficking training or guidance for its diplomatic personnel. The Ministry of Foreign Affairs reported its finance department directly paid locally-hired domestic staff of Jordanian diplomats posted abroad, in accordance with labor laws and wage rates in the host country. The government did not provide specific anti-trafficking training for its peacekeepers before their deployment abroad.

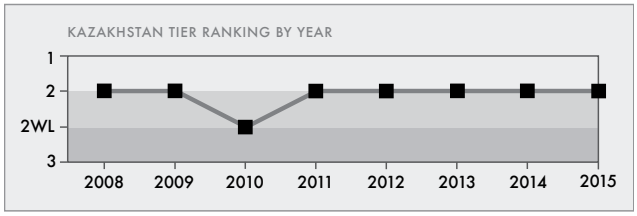
The MOL employed 160 inspectors, up from 120 employed in 2013, responsible for enforcing the labor code. In 2014, the MOL conducted 88,208 labor inspections, found 24,034 labor violations, and recommended the closure of 8,112 workplaces, of which 2,095 were subsequently closed. The MOL inspected 60 recruitment agencies and closed two. A 2011 decree issued by the labor minister requiring employers to pay their domestic workers by direct deposit to a bank account was not fully implemented or enforced in 2014. In February 2015, the government published regulations governing domestic worker recruitment agencies, which would require employers to provide insurance for health and labor incidents, as well as "runaway insurance" as part of the contract for foreign domestic workers; should a worker not complete his or her contract, this "insurance" ensures an employer will be reimbursed the original recruitment fee paid to acquire a

worker. The MOL continued to operate a hotline that received labor complaints and included interpretation services available in some source-country languages.

KAZAKHSTAN: Tier 2

Kazakhstan is a destination and, to a lesser extent, a source and transit country for men, women, and children subjected to sex trafficking and forced labor. Domestic trafficking is a consistent problem, accounting for most identified victims. Kazakhstani women and girls are subjected to sex trafficking in the Middle East, Europe, and United States. Women and girls from neighboring Central Asian and Eastern European countries, as well as from rural areas in Kazakhstan, are subjected to sex trafficking in Kazakhstan; in most cases, traffickers target young girls and women, luring them with promises of employment as waitresses, models, or nannies in large cities. The relative economic prosperity in the government capital Astana, the financial capital Almaty, and the western oil cities Aktau and Atyrau, attract large numbers of Kazakhstanis from rural villages, some of whom become victims of labor trafficking and sexual exploitation. Chinese, Kazakhstani, and other Central Asian nationals, in particular Uzbekistani men and women, are subjected to conditions of forced labor in domestic service, construction, and agriculture in Kazakhstan. Some children are forced to beg and others may be coerced into criminal behavior or pornography. Many victims indicate they were lured through fraud and deceit, sometimes by friends or acquaintances, and, at times, exploited by small organized criminal groups in Kazakhstan.

The Government of Kazakhstan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated its commitment to combating trafficking in persons by improving its anti-trafficking legislation, continuing its training of law enforcement officials, and investigating and prosecuting suspected police officers complicit in trafficking offenses. The government significantly increased its funding for victim assistance and continued its robust partnership with international organizations and NGOs to protect victims and raise awareness of trafficking crimes. However, victim identification, investigations, and convictions decreased. The government's long-term shelter capacity also remained insufficient and funding for awareness campaigns declined.



RECOMMENDATIONS FOR KAZAKHSTAN:

Continue to improve efforts to identify trafficking victims—particularly foreign forced labor victims—among vulnerable populations and refer these victims for assistance; increase efforts to vigorously investigate and prosecute suspected trafficking cases, respecting due process; continue to increase the number of government-funded trafficking shelters; refrain from deporting victims; provide legal alternatives to forced repatriation; train labor inspectors to better identify victims of forced labor and report potential trafficking cases to the police; continue to investigate and prosecute police officers suspected of corruption; develop the mechanism to provide longer-term shelter and rehabilitation to trafficking victims; and provide anti-trafficking training or guidance for diplomatic personnel to prevent their engagement or facilitation of trafficking crimes.

PROSECUTION

The government maintained progress in anti-trafficking law enforcement efforts. Kazakhstan prohibits all forms of sex and labor trafficking through Articles 128, 133, 125(3b), 126(3b), 270, and 132-1 of its penal code, prescribing penalties of up to 15 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Police investigated 82 trafficking cases in 2014, compared with 138 in 2013. Kazakhstani authorities completed 37 cases, resulting in 32 offenders convicted in 2014, a decrease from 43 convictions the previous year. Convicted offenders for sex and labor trafficking offenses received sentences ranging from one year of probation to 10 years' imprisonment. Two police officers were convicted for abusing their professional roles and facilitating illegal migration and pimping; the officers received a 3-year and 5-year prison sentence, respectively.

The government continued to provide a variety of specialized training courses in the recognition, investigation, and prosecution of trafficking crimes for police, prosecutors, and judges and funded police participation in international anti-trafficking events. In 2014, the judicial institute conducted eight training sessions for 400 judges on the protection of trafficking victims during the criminal process. The Ministry of Internal Affairs (MVD) conducted five in-service training courses on victim identification and investigative techniques for 84 police officers, the migration police, community police, and school inspectors. During the reporting period, Kazakhstan jointly investigated 10 cases related to trafficking with other countries, including Uzbekistan and Tajikistan. The government continued to investigate police officials allegedly complicit in trafficking and related offenses, including a case in Mangystau Oblast where officials protected a brothel owner, previously convicted of trafficking. Experts noted a recent decrease in the number of trafficking cases related to pimping and brothel maintenance after the maximum penalty for this crime increased to 10 years' imprisonment and believe pimps are bribing low-ranking police officials to avoid such charges.

PROTECTION

The government continued its efforts to protect victims, but the availability of long-term care and standard operating procedures for assistance to foreign victims remained lacking. In 2014, the government identified 74 trafficking victims, a decrease from 122 victims identified in the previous year. Of those victims, 58 were victims of sex trafficking and 16 were victims of forced labor. All six foreign victims were from Central Asia, and 68 Kazakhstani victims from rural areas were subjected to internal trafficking.

Kazakhstan has four NGO-operated trafficking shelters, which provide legal, psychological, and medical assistance and are accessible to all trafficking victims, regardless of citizenship, gender, or age. However, NGOs report foreign victims sometimes experience difficulties in accessing local medical facilities due to a lack of health insurance or residency permits. The government allocated 6,475,000 Kazakhstani Tenge (KZT) ($35,500), an

increase from 4,625,000 KZT ($25,400) in 2013, to one NGO-run shelter for trafficking victims in Astana, which assisted 39 victims in 2014; however, it had not yet developed a mechanism to provide long-term assistance beyond this shelter. The MVD allocated 2,127,500 KZT ($11,700), an increase from 1,480,000 KZT ($8,100) in 2013, for victim assistance during investigations. In 2014, civil society groups and government-funded programs assisted a total of 161 potential trafficking victims, an increase from 100 in the previous year; 73 of which were referred by the government and an additional 88 victims referred by international organizations, embassies, NGOs and self-referral. Of the total number of trafficking victims assisted, 59 were Kazakhstani and 102 were foreigners; 46 were victims of sexual exploitation and 115 of forced labor; 54 were female and 107 male.

To formally entitle trafficking victims to receive care under the Special Social Services law, the government expanded the law's definition of "victims of violence" to include trafficking victims. In January 2015, amendments to the penal procedural code, made in the previous reporting period, came into force, allowing for victims to seek compensation from a government fund. NGOs reported effective victim referral and police cooperation with anti-trafficking units assigned to each region. Law enforcement units mandated to address migration or trafficking issues have a formal system to guide officials in the proactive identification of trafficking victims among at-risk persons, such as undocumented migrants or persons engaged in prostitution. The government encouraged victims to participate in investigations and prosecutions by providing witness protection during court proceedings, access to pre-trial shelter services, and basic provisions such as food, clothing, and medical and legal assistance. Foreign victims were provided with legal protection and special temporary residency throughout the duration of their criminal investigation; however, if an investigation was not initiated, victims could not be given protective status. The government did not offer legal alternatives to removal of foreign victims; all victims were forcibly repatriated after expiration of their temporary residency rights. There were no reports of trafficking victims being criminally punished in 2014.

PREVENTION

The government maintained modest prevention efforts, including efforts to educate children on potential dangers of human trafficking. MVD assumed leadership of the interagency Trafficking in Persons Working Group, now chaired by the minister; two meetings were held in 2014 with participation from multiple ministries, NGOs, and international organizations. Members of the working group drafted a national action plan for 2015-2017 and submitted it to the prime minister's office, where it remained awaiting approval at the close of the reporting period. The government continued to fund anti-trafficking information and education campaigns targeting potential victims of trafficking, including children. The Ministry of Culture and Information funded radio and television programs, as well as the publication of newspaper articles and web-publications, designed to prevent trafficking by raising public awareness. The government allocated approximately 7,492,500 KZT ($41,100) to NGOs for prevention projects, which included advertisement of the police hotline, booklets with consular information for those traveling abroad, and anti-trafficking handouts. The government continued to provide in-kind contributions to an international organization program on demand reduction for commercial sexual acts, serving to facilitate engagement and discussion of school inspectors and child-protection officials with male students. The government did not take any actions to reduce the demand for forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

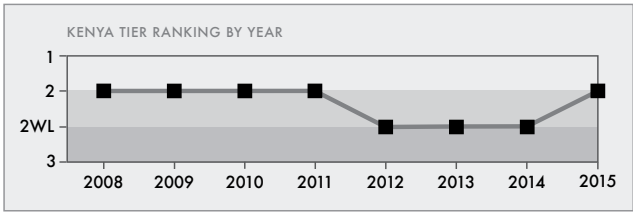
KENYA: Tier 2

Kenya is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Within the country, children are forced to labor in domestic service, agriculture, fishing, cattle herding, street vending, and begging. Children—both girls and boys—are also exploited in prostitution throughout Kenya, including in the coastal sex tourism industry; at times, their prostitution is facilitated by women in prostitution, "beach boys," and sometimes family members. Children are exploited in prostitution by those working in sectors such as *khat* (a mild narcotic) cultivation areas, near Nyanza's gold mines, along the coast by truck drivers transporting stones from quarries, and by fishermen on Lake Victoria. Kenyans voluntarily migrate to other East African nations, South Sudan, Angola, Europe, the United States, and the Middle East—particularly Saudi Arabia and Oman—in search of employment, where at times they are exploited in domestic servitude, massage parlors and brothels, or forced manual labor. Gay and bisexual Kenyan men are lured from universities with promises of overseas jobs, but are forced into prostitution in Qatar and the United Arab Emirates (UAE). Nairobi-based labor recruiters maintain networks in Uganda that recruit Rwandan and Ugandan workers through fraudulent offers of employment in the Middle East and Asia. Kenyan women are subjected to forced prostitution in Thailand by Ugandan and Nigerian traffickers.

Children from East Africa and South Sudan are subjected to forced labor and sex trafficking in Kenya; Kenyan children may endure similar exploitation in these countries. Kenya's largest refugee camp complex, Dadaab, hosts hundreds of thousands of refugees and asylum seekers, and the security situation limits some humanitarian access, assistance, and protective services. Some Somali refugees reported the presence of al-Shabaab recruiters; a 2012 survey by a local NGO found fear of recruitment, especially of children, into this armed group was a concern of a small percentage of respondents. Some children in Kenya-based refugee camps may endure sex trafficking, while others are taken from the camps and forced to work on tobacco farms. Trucks transporting goods from Kenya to Somalia returned to Kenya with young girls and women subsequently placed into brothels in Nairobi or Mombasa. Indian women recruited to work in *mujra* dance clubs in Nairobi face debt bondage, which they are forced to pay off by dancing and performing sex acts.

The Government of Kenya does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. For the first time since it came into effect in October 2012, the government made robust efforts to implement the Counter-Trafficking in Persons Act. In August 2014, the government established the Counter-Trafficking in Persons Advisory Committee (advisory committee), as mandated by the act, which met regularly and updated Kenya's national action plan. The government reported prosecution of 65 trafficking cases, more than double than in the previous reporting period, and conviction of 33 traffickers, a significant increase from seven in 2013. In 2014, the government identified 658 child trafficking victims in 18 of Kenya's 47 counties. In September 2014, as an attempt to better regulate overseas labor recruitment, the government revoked all

accredited certificates issued to private employment recruitment agencies. The Ministry of Labor (MOL) established a new process for agencies sourcing jobs abroad, requiring their approval of contracts in advance of workers' departure for employment overseas. The government identified at least 12 adult trafficking victims exploited overseas and assisted in their repatriation. Nonetheless, the government failed to provide adequate protective services to adult victims subjected to trafficking within the country or identified in situations of forced labor or prostitution overseas. In September 2014, the government passed the Victim Protection Act which improves support to trafficking victims, including the establishment of a fund. Government funding remained inadequate in light of Kenya's significant trafficking problem.



RECOMMENDATIONS FOR KENYA:

Continue using the Counter-Trafficking in Persons Act of 2010 to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders, including government officials suspected of complicity in human trafficking; continue to use the anti-trafficking law or Section 14 of the Sexual Offenses Act to prosecute and punish child sex tourists; provide additional training to all levels of the government, particularly first-line responders, on identifying and handling trafficking crimes; allocate adequate resources to police, labor, and social services staff to ensure implementation of the prosecution and protection mandates within the Counter-Trafficking in Persons Act of 2010; implement a formal process for law enforcement officials to refer trafficking victims for assistance; continue to increase oversight of and accountability for overseas recruitment agencies; increase protective services available to adult trafficking victims, particularly those identified in and returned from the Middle East; establish the board of trustees to oversee the National Assistance Trust Fund for Victims of Trafficking and allocate money to endow this fund; allocate resources to the victim assistance fund mandated by the Victim Protection Act; and develop a unified system to collect and analyze trafficking case data for use by all stakeholders.

PROSECUTION

The government demonstrated significant progress in anti-trafficking law enforcement efforts. Section 1 of the Counter-Trafficking in Persons Act of 2010, which came into force in September 2012, prohibits all forms of trafficking and Section 3(5) prescribes a sufficiently stringent minimum punishment of 15 years' imprisonment, which is commensurate with that of other serious crimes, such as rape. Sections 14, 15, and 17 of the Sexual Offenses Act of 2006 prohibit the facilitation of child sex tourism, child prostitution, and forced prostitution, and prescribe penalties of six to 20 years' imprisonment—penalties that are sufficiently stringent and commensurate with those prescribed for other serious offenses. However, prosecutors rarely pursue cases under these provisions of the act.

The government reported 65 prosecutions of trafficking offenses and 33 convictions during the reporting period. Seventeen cases remained pending at the end of the reporting period, while six cases were withdrawn, one case was pending arrest of the suspect, and one case ended in an acquittal. The government did not track efforts to investigate trafficking crimes during the reporting period, and did not establish a nation-wide data collection system to assist in these efforts.

The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking; however, corruption at all levels of the government remained a concern. During the reporting period, the government cooperated with foreign governments in the investigation of potential sex and labor trafficking crimes. In one case, the government arrested a Kenyan citizen who exploited minors in prostitution on the coast; the case remained pending trial at the end of the reporting period. The Department of Child Services (DCS), in partnership with international organizations and NGOs, provided training on the anti-trafficking act to 30 Kenyan security personnel operating in Mombasa, where the trafficking of children and child sexual exploitation remained an issue. During the reporting period, over 200 officials received anti-trafficking training. A considerable portion of the training received by government officials was initiated and funded by international organizations or foreign donors; training provided by the government during the reporting period remained insufficient in light of Kenya's considerable human trafficking problem.

PROTECTION

The government increased efforts to protect child trafficking victims, but efforts to identify and assist adult victims remained weak. It identified at least 12 adult victims of forced labor exploitation overseas, in addition to 658 internal child trafficking victims; 555 had been exploited in forced labor, 39 had been sexually exploited, and the exploitation endured by the remaining 64 was unknown. DCS children's officers continued to participate in investigations, rescue child trafficking victims, and provide them with counseling and *ad hoc* referrals to service providers.

DCS and a local NGO continued to jointly operate a national 24-hour toll-free hotline for reporting cases of child trafficking, labor, and abuse. The hotline's main call center was located in a government-owned building in Nairobi. During the reporting period, the hotline received 46 reports of child trafficking, 26 of which reportedly included labor exploitation, 18 included sexual exploitation, and the remaining two were unknown. DCS continued to operate eight drop-in referral centers in Eldoret, Garissa, Malindi, Siaya, Kakamega, Nairobi, Nakuru, and Mombasa that provided counseling, guidance, and referrals to other centers for an unknown number of victimized children, including trafficking victims, who could not return to their homes. DCS also funded and operated four rescue centers in Garissa, Malindi, Thika, and Machakos where child victims of violence, including trafficking victims, could stay for three months before returning home or being referred to NGO facilities. One additional rescue center remained incomplete and was not operational by the end of the reporting period. The government did not provide data on how many trafficking victims were assisted in these centers during the year.

In September 2014, the government passed the Victim Protection Act, which improves support to trafficking victims including accommodation, food, medical treatment, psycho-social care,

police protection, and the establishment of a fund; however, it is unclear what efforts officials made to begin implementation of these measures. While efforts to assist and care for child trafficking victims remained strong, the government provided relatively few services to adult trafficking victims identified within the country or abroad. Kenya's diplomatic missions made moderate efforts to assist Kenyan national trafficking victims. The government identified and provided repatriation assistance to 11 adult victims of forced labor in Angola; the government collaborated with the Angolan government on the investigation of the alleged trafficking network involved. Additionally, the Kenyan embassy in Muscat assisted with the repatriation of a Kenyan woman from Oman; however, the government failed to provide the victim any assistance upon her return to Kenya. Generally, the government lacked a unified system for providing access to medical aid, shelter, counseling, or financial assistance to adult nationals who were repatriated. Media reported those waiting to be repatriated slept on the floor of the embassy or in a shipping container and were provided inadequate food. The government confirmed the posting of one additional immigration officer to its embassies in the UAE and Saudi Arabia and expansion of consular services to address these concerns.

The government reported formal procedures were in place to encourage victims' cooperation in the investigation and prosecution of trafficking crimes; however, such procedures were not utilized during the reporting period. There were no reports victims were detained, fined, or jailed for unlawful acts committed as a direct result of being subjected to trafficking. The Department of Immigration developed the Kenyan Immigration Border Procedure Manual (KIBPM), setting out guidelines and procedures for immigration officials to identify traffickers and victims of trafficking, including mandatory actions for officials once a suspected case of trafficking is identified and a procedure for conducting interviews with victims to gather evidence on recruitment and exploitation of the victim. The government did not report whether the KIBPM was provided to all officials, including police officers. Under the 2010 anti-trafficking act, officials may grant permission for foreign trafficking victims to remain indefinitely in Kenya if it is believed they would face hardship or retribution upon repatriation; the government did not report using this provision during the reporting period.

PREVENTION

The government made increased efforts to prevent human trafficking. The government established the advisory committee in August 2014, as mandated under the 2010 anti-trafficking act. The committee met regularly during the reporting period and updated Kenya's national action plan. The government did not establish the National Assistance Trust Fund for Victims of Trafficking as mandated by the 2010 anti-trafficking act; however, it reported it was in the final stages of approval at the end of the reporting period. DCS disseminated awareness materials and case studies in efforts to educate local communities on potential indicators of trafficking. For instance, in June 2014 in Kilifi, a county known for child sex trafficking, officials raised awareness on this issue.

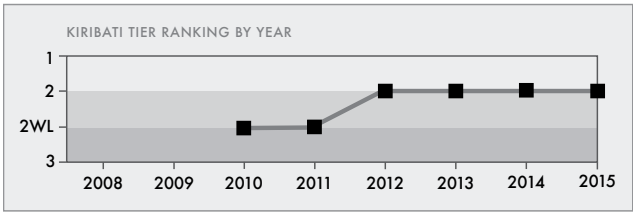
In October 2014, MOL formed a taskforce to review the existing framework for the management and regulation of recruitment agencies and assess its effectiveness in protecting Kenyans recruited for overseas employment; the taskforce did not release its recommendations by the end of the reporting period. In September 2014, the government revoked all of the accredited certificates issued to private employment recruitment agencies and reinstituted its ban on the recruitment of domestic workers for employment in the Middle East, increasing the likelihood nationals would migrate illegally and face heightened risks to human trafficking. MOL attempted to address efforts of adult trafficking victims in the Middle East by re-vetting 900 recruitment agencies. In September 2014, MOL established a new process for agencies sourcing jobs abroad in the hospitality and service sectors, requiring agencies to receive approval of all contracts by MOL prior to applicants signing the contracts and departing for employment. The contracts, if deemed credible, are required to be signed before a labor ministry officer, and applicants must register with the Kenyan embassy in the host country.

The government made efforts to reduce the demand for commercial sex acts by increasing searches and raids. The Ministry of Foreign Affairs (MFA) provided anti-trafficking training or guidance for its diplomatic personnel. According to media reports, the MFA appointed a team to review cases involving three diplomats accused of mistreating their domestic workers in the United States. The government's training for troops deployed overseas on international peacekeeping missions included a module on human rights, addressing human trafficking.

KIRIBATI: Tier 2

Kiribati is a source country for girls subjected to sex trafficking within the country. Visiting ship crew members, mainly Asian men, exploit children and some women in prostitution. A local NGO reported that as many as 20 I-Kiribati girls, some as young as 15, may be exploited in prostitution in local bars and hotels. Some I-Kiribati—including family members of potential victims, older women, and hotel and bar workers—may facilitate the exploitation of girls in sex trafficking by providing a venue for prostitution. Others fail to assist trafficking victims or alert authorities to situations of child prostitution. These girls generally receive financial support, food, alcohol, or goods in exchange for sexual services.

The Government of Kiribati does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, government officials continued to acknowledge the existence and gravity of child sexual exploitation, including trafficking, and expressed their commitment to combating the crime. Police conducted a two-day training to educate police officers and prosecutors on trafficking and partnered with an international organization on a campaign to reduce the demand for commercial sex. Overall, however, the government continued to be negligent, failing to employ procedures to proactively identify victims among girls in prostitution, provide assistance to any victims, or refer them to or support organizations that did so. The government did not prosecute cases against potential traffickers or punish those who exploited or facilitated the commercial sexual exploitation of children.



RECOMMENDATIONS FOR KIRIBATI:

Investigate and prosecute trafficking offenses, and convict and punish foreign crew members for the commercial sexual exploitation of children; develop procedures for law enforcement officers and social service providers to interview women and children intercepted *en route* to or aboard international vessels or at local bars and hotels for evidence of trafficking; establish formal procedures for the identification of trafficking victims and their subsequent referral to domestic violence and sexual violence officers for care; train front-line officers, including law enforcement, on victim identification techniques and procedures, and a victim-centered approach to facilitate increased trust between victims and officers; hold parents and guardians accountable, as appropriate under I-Kiribati law—including the 2013 Children, Young People and Family Welfare Act—for the prostitution of children; employ consistent and rehabilitative care for children who may be at-risk of trafficking; expand efforts to raise awareness about the dangers of human trafficking in locations where trafficking victims interact with clients, specifically aimed to increase public recognition that children in the commercial sex trade are trafficking victims rather than juvenile delinquents; and increase efforts to raise awareness to reduce the demand for commercial sex acts.

PROSECUTION

The government made limited law enforcement efforts to combat human trafficking. Kiribati's Measures to Combat Terrorism and Transnational Organized Crime Act, as amended in 2008, criminalizes certain forms of human trafficking, prescribing penalties of up to 15 years' imprisonment for the trafficking of adults and 20 years' imprisonment for the trafficking of children. These penalties are sufficiently stringent, but not commensurate with those prescribed for other serious crimes, such as rape. The law's focus is limited to the international movement of people for exploitation, a form of trafficking not known to occur in Kiribati. The government claimed internal trafficking could be prosecuted under this law; however, there are no reports to indicate it has ever been attempted. The government did not conduct any investigations in 2014, compared with two investigations conducted against foreign fishing vessel owners in 2013. In 2014, police conducted a two-day training for 22 police officers and a prosecutor on the legal definition of trafficking and the significance of victims' testimony in a prosecution. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses.

PROTECTION

The government made no discernible efforts to protect trafficking victims, failing to identify or assist any victims in 2014. The government remained without procedures to proactively identify trafficking victims among vulnerable populations. Police may have encountered girls exploited by sex traffickers and clients in well-known meeting places, such as bars and hotels in Kiribati; however, government officials did not formally screen or identify any trafficking victims among them, nor provide them with any protective or rehabilitative services. The government reported victims could be referred to religious organizations to access medical and psychological services on an *ad hoc* basis; however, for the third consecutive year, it failed to refer any victims to such services or provide funding to these organizations. The Measures to Combat Terrorism and Transnational Organized Crime Act's victim protection provisions shield victims from prosecution for immigration crimes committed as a direct result of being subjected to trafficking; however, law enforcement efforts to combat prostitution potentially resulted in some trafficking victims being treated as law violators. Officials did not screen individuals detained for prostitution-related crimes to determine whether they were trafficking victims or verify their ages. The government did not develop or implement a referral process to transfer potential victims who are detained, arrested, or placed in protective custody by law enforcement authorities to institutions that provide short- or long-term care. The Kiribati Immigration Ordinance gives the principal immigration officer the option to make exceptions or extensions to standard immigration rules in exigent circumstances, such as trafficking; given the lack of identified foreign victims, this provision remained unused.

PREVENTION

The government made limited efforts to prevent human trafficking. The Ministry of Internal and Social Affairs, in partnership with an international organization, continued to broadcast a radio show on child protection issues, including the commercial sexual exploitation of children. The Police Department's Domestic Violence and Sexual Offenses unit continued to operate two 24-hour hotlines for reporting exploitation and abuse, though no known allegations of human trafficking were received. The Kiribati Police Force received child protection training from and worked with an international organization to develop a child-friendly community policing protocol, including a referral and counseling program for youth. While foreign fishing license regulations hold ship captains accountable for the presence of unauthorized persons, including girls and women, on their vessels, the enforcement of these regulations did not result in the prosecution of traffickers or protection of victims. The government lacks a national plan of action or a coordinating government agency to combat trafficking. The Ministry of Labor reported reviewing the contracts of all I-Kiribati going overseas and conducting pre-departure briefings to ensure that workers were aware of their rights and able to protect themselves from potential forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government did not make efforts to address child sex tourism in the country.

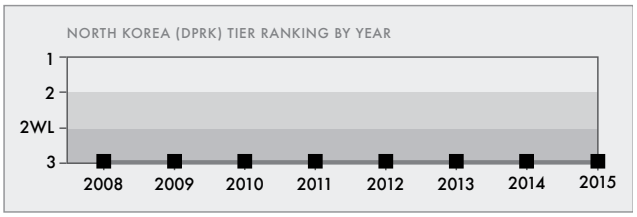
KOREA, DEMOCRATIC PEOPLE'S REPUBLIC OF: Tier 3

The Democratic People's Republic of Korea (DPRK or North Korea) is a source country for men, women, and children who are subjected to forced labor and sex trafficking. Forced labor is part of an established system of political repression. The government subjects its nationals to forced labor in prison camps in North Korea and through government-contracted labor in foreign countries. North Korea holds an estimated 80,000 to 120,000 prisoners in prison camps in remote areas of the country; in many cases these prisoners have not been prosecuted, convicted, or sentenced in a judicial proceeding. In prison camps, all prisoners, including children, are subject to forced labor, including logging, mining, or farming for long hours under harsh conditions. Prisoners are subjected to unhygienic living conditions, beatings, a lack of medical care, and insufficient food; many do not survive. Furnaces and mass graves are used to dispose of the bodies of those who die in these camps.

Some estimates place the number of laborers working abroad at 50,000 and other estimates give even higher numbers. This number is difficult to confirm because of the places where these workers are located. The largest numbers of such workers are sent to Russia and China. North Korean contract workers also perform labor in Africa, Central Europe, the Middle East, and Central Asia. Credible reports show many North Korean workers under these contracts perform labor under conditions indicative of forced labor, such as working excessively long hours in hazardous temperature with no pay for up to three years. North Korean government "minders" monitor workers' movements and communications; they also confiscate passports and require workers to spy on each other. Thousands of workers are estimated to be employed in logging, construction, mining, garment, and agriculture industries, where they reportedly have only two days of rest per year, work between 12 to 16 hours a day, and face punishments if they fail to meet production targets. North Koreans sent overseas do not have a choice in the work the government assigns them and are not free to change jobs. They face threats of government reprisals against them or their relatives in North Korea if they attempt to escape or complain to outside parties. Reports show up to 90 percent of workers' salaries are appropriated and controlled by the North Korean government, which claims various "voluntary" contributions to government endeavors. The Workers' Party, the ruling party in North Korea, sometimes requires workers to meet an unrealistic quota and threatens them if they fail to do so; this leads to workers working longer hours and seeking other jobs in the local community to meet the quota. Workers receive only a fraction of the money paid to the North Korean government for their labor, sometimes not until they return to the country.

The government's criminal justice system of harsh punishment through forced labor camps and its human rights abuses contribute to North Koreans being subjected to trafficking in neighboring China. Many of the North Korean women and girls who have fled and migrated illegally to China are especially vulnerable to trafficking, and traffickers reportedly lure, drug, detain, or kidnap some North Korean women upon their arrival. Others offer them jobs, but subsequently force the women into prostitution, domestic service, or agricultural work through forced marriages. According to one report, some women in the North Korean defector population are subjected to sexual slavery to Chinese or Korean-Chinese men, forced into prostitution in brothels or through internet sex sites, or compelled to serve as hostesses in nightclubs or karaoke bars. If found by Chinese authorities, victims are forcibly repatriated to North Korea where they are subjected to harsh punishment, possibly including forced labor in labor camps or the death penalty.

The Government of North Korea does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government did not demonstrate any efforts to address human trafficking through prosecution, protection, or prevention measures. The government participated in human trafficking through its use of domestic forced labor camps and its provision of forced labor to foreign governments through bilateral contracts. It also failed to protect victims of trafficking when they were forcibly repatriated from China or other countries.



RECOMMENDATIONS FOR THE DEMOCRATIC PEOPLE'S REPUBLIC OF KOREA:

End the use of forced labor in prison camps and among North Korean workers abroad; end punishments for victims who are forcibly repatriated from destination countries; improve the social, political, economic, and human rights conditions that render North Koreans vulnerable to trafficking in North Korea and in neighboring countries; criminalize human trafficking and recognize it as a distinct crime from human smuggling; investigate and prosecute trafficking cases, and convict trafficking offenders; provide assistance to trafficking victims in North Korea and to North Koreans repatriated from abroad; forge partnerships with international organizations and NGOs to combat human trafficking; establish transparent bilateral work contracts used to deploy North Korean laborers to neighboring countries; work with the international community to allow North Koreans to receive fair wages, choose their form of work, and leave their employment at will; eliminate coercion tactics used to monitor the movements and communications of workers in forced labor; and become a party to the 2000 UN TIP Protocol.

PROSECUTION

The government made no known anti-trafficking law enforcement efforts. North Korea does not have laws that prohibit all forms of trafficking in persons. The government did not provide transparent law enforcement data, nor explain what provisions of North Korean law, if any, were used to prosecute trafficking offenses or protect victims. During the reporting period, there were no known investigations or prosecutions of trafficking offenses, or convictions of traffickers. The government did not report whether it provided any anti-trafficking training to its officials. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government made no efforts to protect trafficking victims, reporting no efforts to identify or assist victims. Government authorities failed to provide protective services to trafficking victims and did not permit NGOs to provide these services. The government did not exempt victims from being penalized for unlawful acts committed as a direct result of being subjected to trafficking, and there was no screening of forcibly repatriated North Koreans to ascertain if they were trafficking victims. North Koreans forcibly repatriated by Chinese authorities, including women believed to be trafficking victims, were sent to prison camps, where they were subjected to forced labor, and possible torture and sexual abuse by prison guards. North Korean defectors reported instances of the government executing trafficking victims who had been repatriated from China. Article 30 of the criminal code partially suspends civil rights of prison camp inmates; government officials used this provision to abuse victims in prison camps.

PREVENTION

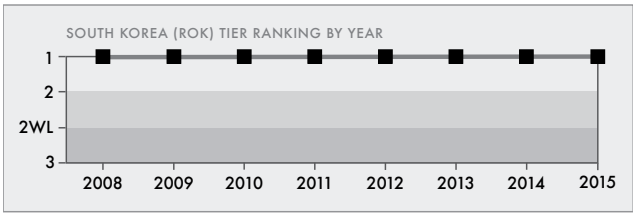
The government made no efforts to prevent trafficking. Government oppression in North Korea prompted many North Koreans to flee the country in ways that made them vulnerable to trafficking in destination countries. The government made no efforts to raise awareness of trafficking, train government officials on trafficking, or screen migrants along the border for signs of trafficking. North Korean authorities made no discernible efforts to reduce the demand for commercial sex acts or forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. North Korea is not a party to the 2000 UN TIP Protocol.

KOREA, REPUBLIC OF: Tier 1

The Republic of Korea (ROK or South Korea) is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. South Korean women are subjected to forced prostitution in Korea and abroad, including in the United States, Canada, Japan, Australia, Hong Kong, Dubai, Taiwan, Macau, and Chile. South Korean women commonly enter destination countries on tourist, work, or student visas, and some are subsequently forced into prostitution in massage parlors, salons, bars, restaurants, or through internet-advertised escort services. Some victims who owe debts to entertainment establishment owners or loan sharks are then forced into prostitution. Some disabled or intellectually disabled Korean men are forced to work in salt farms where they experience verbal and physical abuse, nonpayment of wages, long work hours, and poor working and living conditions. South Korean children are vulnerable to commercial sexual exploitation through online recruitment. In need of money for living expenses and shelter, some runaway girls are subjected to prostitution.

Men and women from China, North Korea, the Philippines, Vietnam, Indonesia, and other countries in Asia, the Middle East, and South America are subjected to forced labor in South Korea; some women from these regions are subjected to forced prostitution. Migrant workers, especially those from Vietnam, China, and Indonesia, can incur thousands of dollars in debts, contributing to their vulnerability to debt bondage. Approximately 500,000 low-skilled migrant workers, many employed under the ROK government's Employment Permit System (EPS), work in the fishing, agriculture, livestock, restaurants, and manufacturing sectors. Some of these workers face conditions indicative of forced labor. Foreign women on E6-2 entertainment visas—mostly from the Philippines, China, and Kyrgyzstan—are subjected to forced prostitution in entertainment establishments near ports and U.S. military bases. Some women from China, Vietnam, Thailand, the Philippines, and Cambodia who are recruited for marriage to South Korean men through international marriage brokers are subjected to forced prostitution or forced labor after their arrival. Family members or Korean criminal networks recruit children from Southeast Asian countries with false promises of employment and subsequently force them into prostitution in South Korea. South Korean men engage in child sex tourism in Vietnam, Cambodia, Mongolia, and the Philippines. Some Korean fishing crew members engage in commercial sex with children in Kiribati. The ROK is a transit point for Southeast Asian fishermen subjected to forced labor on fishing ships bound for Fiji and other ports in the Pacific.

The Government of the Republic of Korea fully complies with the minimum standards for the elimination of trafficking. During the reporting period, the government investigated 457 reported cases linked to human trafficking, indicted 167 cases involving an unknown number of defendants, and maintained victim protection efforts. The government obtained 14 sex trafficking convictions and 53 labor trafficking convictions. The government conducted a first-ever labor trafficking prevalence survey in the agriculture and livestock sectors. The government, however, continued to narrowly define "trafficking" to lack labor trafficking victim identification guidelines, and to punish some potential victims in law enforcement operations against women in prostitution or migrant workers.



RECOMMENDATIONS FOR THE REPUBLIC OF KOREA:

Enhance efforts to investigate, prosecute, and convict traffickers under the criminal code; train law enforcement officers, prosecutors, and judicial officials to interpret "trafficking" as defined in the criminal code—not requiring kidnapping, buying and selling, force, or confinement—and to not treat victims as visa violators or willing participants in the crime; proactively investigate and prosecute South Koreans engaging in prostitution with children in Korea and abroad; proactively identify trafficking victims among vulnerable populations—including individuals arrested for prostitution, disabled Korean men, and migrant workers in all visa categories—using standard victim identification guidelines; increase monitoring and establish measures to address trafficking vulnerabilities in Korean government-issued entertainment visas, including verifying contracts and monitoring sponsoring establishments; proactively investigate allegations of government complicity in trafficking and prosecute offenders who are complicit; standardize immigration officers' application of immigration regulations to potential trafficking victims and implement efforts to monitor and detect immigration patterns of foreign women who enter South Korea on tourist visas and may be forced into prostitution; enhance consistency in judges' sentencing of traffickers, including revising sentencing guidelines on trafficking-related crimes; increase awareness of prevalence and understanding of trafficking among government officials, including at the provincial and working-level; continue to investigate and prosecute those who use forced labor on South Korean-flagged fishing vessels; decrease the rate of suspended sentences and out-of-court financial settlements in sex and labor trafficking cases; and ratify the 2000 UN TIP Protocol.

PROSECUTION

The government sustained anti-trafficking law enforcement efforts. Chapter 31 of the criminal code prohibits all forms of trafficking, and prescribes up to 15 years' imprisonment for trafficking crimes; these penalties are sufficiently stringent and commensurate with those prescribed penalties for other serious crimes, such as rape. The government continued to use the less stringent 2004 Act on the Punishment of Acts of Arranging Sexual Traffic, the Labor

Standards Act, and the Child and Youth Protect Act to prosecute and punish most trafficking offenses. The government investigated 457 reported cases linked to human trafficking. Under Chapter 31, the government prosecuted four sex trafficking cases and obtained three convictions. Under other statutes, the government indicted 163 cases, including 125 related to labor trafficking, and obtained 11 sex trafficking convictions, compared with 61 in 2013, and 53 labor trafficking convictions, compared with 11 in 2013. Most of the convicted traffickers received sentences less than three years' imprisonment, with fines and community service, but many offenders received suspended sentences in practice. Prosecutors and police officers complained of inconsistent application of immigration regulations and actual time served by those convicted. After a March 2014 case involving hundreds of disabled Korean men exploited on salt farms, the government established a special investigation team to inspect 854 salt farms in the country. The government convicted 40 owners and brokers for various violations; more than half of those received suspended sentences. A 2012 case of labor abuses on ROK-flagged fishing vessels remained pending at the end of the reporting period. The Ministry of Justice (MOJ) and National Police Agency (NPA) held a series of training courses and seminars for prosecutors, judges, and law enforcement officers on anti-trafficking issues, identification of victims, and victim protection throughout the year. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government sustained efforts to protect and assist trafficking victims. The government identified and assisted 58 foreign sex trafficking victims, compared with 36 in 2013; statistics for Korean or foreign labor trafficking victims were unavailable. Although the government established sex trafficking victim identification guidelines in 2013, many law enforcement officers reported not knowing about them, and the government continued to lack labor trafficking victim identification guidelines. The Ministry of Gender Equality and Family (MOGEF) continued to support 91 facilities that cater specifically to sex trafficking victims and victims of other crimes. The Ministry of Employment and Labor (MOEL) operated 38 foreign workers' support centers and funded NGOs that offered similar services; thousands of workers, some who were trafficking victims, received counseling, education, job training, and lodging. NPA continued to work with social workers when screening women involved in prostitution to identify and assist potential victims of trafficking. Although the law provides that trafficking victims would not be punished, women in prostitution caught during police raids or arrested migrant workers were fined, required to attend training, or deported, without being screened for indicators of trafficking. The government maintained an extensive network of support centers for foreign-born spouses and runaway teenagers, two groups vulnerable to trafficking. The government offered foreign victims legal alternatives to their removal to countries in which they may face hardship or retribution. As an incentive to encourage trafficking victims to participate in investigations and prosecutions, the government issued G-1 visas with permission to work for up to one year. Victims could file a civil suit in order to receive restitution, but it is unclear how many victims pursued this option.

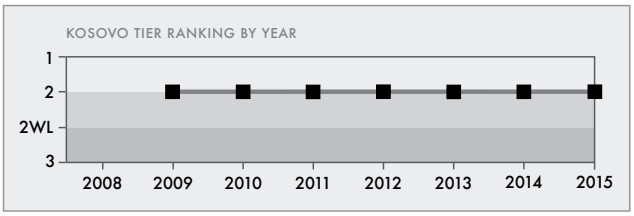
PREVENTION

The government maintained efforts to prevent trafficking. In partnership with civil society, the government continued to raise awareness on trafficking through ad campaigns—especially to commemorate the 10th anniversary of the 2004 enactment of Korea's first sex trafficking law—and through other outreach and broadcasting programs. The government conducted two surveys on human rights situations in the agriculture and livestock sectors and abuses associated with the E6-2 entertainment visas, which could help identify vulnerabilities to trafficking. The E6 visa survey highlighted the need for reforms in the issuance and monitoring of this visa category, in which some women are sexually exploited, forced into prostitution, and held under debt bondage. MOGEF continued to operate hotlines in 13 languages accessible to trafficking victims, and the Ministry of Oceans and Fisheries (MOF) continued to operate a hotline for foreign crew members. MOF trained 961 marine and ship staff on human rights protections and labor rights of foreign sailors. The government lacked a trafficking-specific national plan of action, but included proposed anti-trafficking efforts in its human rights national action plan. MOEL conducted routine inspections for violations of labor trafficking throughout the year at EPS sites. In an effort to curb the demand for commercial sex acts, NPA shut down websites and smartphone applications that promote child prostitution in Korea. South Korean men remained a source of demand for child sex tourism in Southeast Asia and the Pacific Islands, traveling primarily on travel-agency-organized golf group tours or business trips. The government continued to post warnings against child sex tourism; however, it did not prosecute or convict any Korean sex tourists. The government continued to provide anti-trafficking training to troops prior to their deployment abroad on international peacekeeping missions. The government provided anti-trafficking training to its diplomatic personnel. The ROK is not a party to the UN TIP Protocol but introduced a motion in its national assembly to ratify it.

KOSOVO: Tier 2

Kosovo is a source and destination country for women, children, and men subjected to sex trafficking and forced labor, including in the restaurant industry. Most sex trafficking victims in Kosovo are girls, though criminal groups in Kosovo also force women from Albania, Serbia, Romania, and other European countries into prostitution. Women and girls are subjected to sex trafficking in private homes and apartments, night clubs, and massage parlors. Traffickers promise employment as dancers and singers in restaurants, and instead force victims into sex trafficking. Children from Kosovo and neighboring countries are forced to beg within the country. Traffickers subject Kosovo citizens to forced prostitution and forced labor throughout Europe. Government corruption creates an environment enabling some trafficking crimes. Several police officers, labor ministry officials, and other government officials have been charged or convicted of trafficking crimes.

The Government of Kosovo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government obtained an increased number of trafficking convictions, but lenient sentences were imposed and the government prosecuted fewer suspected traffickers. The government increased funding for victim protection but failed to create a victim compensation fund required by law. The government identified fewer victims compared with the previous reporting period.



RECOMMENDATIONS FOR KOSOVO:

Vigorously investigate, prosecute, and convict traffickers, including complicit officials; provide advanced anti-trafficking training to judges, prosecutors, and law enforcement; enhance efforts to identify and assist children forced into begging; fully implement provisions of the 2013 victim protection law, including establishing a victim compensation fund; implement proactive screening for trafficking among individuals engaged in prostitution, migrants, and other at-risk populations; and provide victims of trafficking the freedom to come and go in all shelters.

PROSECUTION

The government maintained anti-trafficking law enforcement efforts; it obtained an increased number of convictions, but convicted traffickers were given inappropriately lenient sentences. Article 171 of Kosovo's criminal code prohibits all forms of trafficking and prescribes punishments of five to 12 years' imprisonment and a fine of up to 500,000 euro ($608,000). These punishments are sufficiently stringent and are commensurate with those prescribed for other serious crimes, such as rape. Authorities investigated 155 new trafficking cases during the reporting period, an increase from the 91 initiated in 2013. The government prosecuted 33 cases involving 93 suspects in 2014, a decrease from 45 cases involving 111 suspects in 2013. Courts convicted 41 traffickers, an increase from 25 in 2013. Sentences were relatively weak; the majority of prison sentences were for less than two years or consisted only of modest fines. The government did not disaggregate law enforcement statistics to demonstrate action against both sex and labor trafficking. The backlog of trafficking cases grew during the reporting period; the courts inherited 83 trafficking cases from previous years and 93 prosecutions remained open at the end of 2014. Kosovo authorities arrested one police officer and one senior local administration official for trafficking-related crimes. In addition, in July 2014, police arrested a municipal official for alleged sexual exploitation of a trafficking victim; the suspect was fired and remained under house arrest while prosecutors reviewed the case. Prosecutors continued to review a case involving a police officer arrested in March 2014 on suspicion of abuse of official position and sexual exploitation. Courts convicted two labor ministry officials and one police officer arrested in 2012 for trafficking and fined each 3,000 euro ($3,650); a second police officer was charged but acquitted. The police academy conducted 24 trainings for the anti-trafficking special police force and border police, compared with 44 trainings in 2013. The government exchanged trafficking information with foreign countries on 23 trafficking cases but did not engage in any joint investigations.

PROTECTION

The government continued efforts to protect victims. Specialized police units identified 42 trafficking victims in 2014 compared with 51 in 2013; four victims were men, as in 2013, and 18 were children, compared with 12 children in 2013. Thirty-five victims were subjected to sexual exploitation, six to labor exploitation, and one to forced begging. Labor inspectors did not uncover any cases of forced labor during the 9,337 inspections conducted in 2014. The police identified four potential victims of forced begging while conducting a field assessment of child beggars. One child was granted trafficking victim status, while the other three were found to be victims of child abuse.

The government provided one government-run shelter and two NGO-run shelters 171,699 euro ($209,000) for dedicated trafficking victim assistance in 2014, compared with 110,000 euro ($134,000) in 2013. The government provided an additional 344,994 euro ($420,000) to NGO shelters to support trafficking victims, domestic violence victims, and at-risk children, compared with 144,000 euro ($175,000) in 2013. Thirty-three victims accessed government-funded assistance in 2014, compared with 40 in 2013. Victim services included shelter and legal, medical, and psychological services. Nine care facilities were accessible to victims, though none were located in the country's four northern municipalities. Authorities could place child trafficking victims in one shelter designated solely for child victims of violence, and foster care was available for long-term care. The government maintained a high security shelter opened in 2013, which separately housed male and female victims. Victims determined to be at low risk of further exploitation typically stayed at NGO-run shelters. Adult victims could not leave the high security shelter unchaperoned at will but could do so from the NGO-run shelters based on a risk assessment.

The government encouraged victims to participate in investigative and judicial processes by providing protection at the high-security shelter and accommodation and care at other facilities. According to the government, all 42 victims identified in 2014 cooperated with investigations. Victim advocates or social workers were present when police interviewed potential victims of trafficking and provided legal advice. The government was authorized to provide residence permits to foreign victims for at least six months, but it did not issue any permits during the reporting period. Victims who were witnesses in criminal proceedings could return to their country of origin without waiting for the conclusion of the trial. Kosovo law required victims be accorded a reflection period—time in which they could recover before deciding whether to cooperate with law enforcement. Although a 2013 trafficking victim protection law required the government to establish and fund a victim compensation fund, the government had not done so by the end of the reporting period. There were no reports of the government punishing victims of trafficking for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

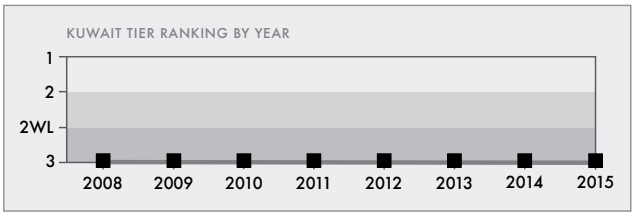
The government continued some efforts to prevent trafficking. Authorities worked with NGOs and international experts to draft a 2014-2019 action plan, but it was not formally approved by the close of the reporting period. A national anti-trafficking coordinator regularly convened a coordinating body composed of relevant government agencies, NGOs, and international observers. The government produced annual progress reports which were made available to foreign governments, NGOs, and international organizations. Awareness-raising efforts included a one-month campaign aimed at potential child victims of trafficking and a three-day conference on trafficking victims' rights with participation by judges, prosecutors, justice officials, and NGO representatives from six countries in the region. The government did not demonstrate efforts to reduce the demand for commercial sex acts or forced labor. The government provided anti-trafficking training for its

diplomatic personnel. Diplomatic personnel are provided a manual to aid in identifying trafficking victims and are instructed not to engage in human trafficking or trafficking-related activities.

KUWAIT: Tier 3

Kuwait is a destination country for men and women subjected to forced labor and, to a lesser degree, forced prostitution. Men and women migrate from South and Southeast Asia, Egypt, the Middle East, and increasingly throughout Africa to work in Kuwait, mainly in the domestic service, construction, and sanitation sectors. While Filipino, Indian, and Sri Lankan women continue to represent a significant percentage of Kuwait's domestic worker population, in the last few years, there has been a reported increase in migrants from Ethiopia, Uganda, and Madagascar. Though most migrants enter Kuwait voluntarily, upon arrival some sponsors subject migrants to forced labor, including through nonpayment of wages, long working hours without rest, deprivation of food, threats, physical or sexual abuse, and restrictions on movement, such as confinement to the workplace and the withholding of passports. Many of the migrant workers arriving in Kuwait have paid exorbitant fees to labor recruiters in their home countries or are coerced into paying labor broker fees in Kuwait which, according to Kuwaiti law, should be paid by the employer—a practice making workers highly vulnerable to forced labor, including debt bondage. Some labor recruiting companies have been complicit in trafficking with their use of deceptive recruiting techniques to bring in migrant workers on the basis of unenforceable contracts and nonexistent positions, while promising employers workers who are well-trained but turn out to be unskilled. Kuwait's sponsorship law, which ties a migrant worker's legal residence and valid immigration status to an employer, restricts workers' movements and penalizes them for "running away" from abusive workplaces; as a result, domestic workers are particularly vulnerable to forced labor inside private homes. While Kuwait requires employers to use a standard contract for domestic workers delineating some basic rights, Kuwait lacks a domestic labor law to govern the relationship between domestic workers and sponsors. Thus, many workers report experiencing work conditions substantially different from those described in the contract; some workers never see the contract at all and others receive Arabic- or English-language contracts that they are unable to read. In addition, sources report runaway domestic workers are sometimes exploited in forced prostitution by agents or criminals who manipulate their illegal status.

The Government of Kuwait does not fully comply with the minimum standards for the elimination of trafficking and is not making sufficient efforts to do so. The government increased its capacity to protect trafficking victims in 2014 through the official opening of its high-capacity shelter and amendment of its shelter regulations, which now allow any woman access to the shelter without formal referral. The government continued its efforts to prevent trafficking during the reporting period by conducting investigations into visa fraud rings, including those allegedly involving government officials, leading to the closure of hundreds of labor recruitment firms and hundreds of people referred for prosecution. However, of the hundreds of visa fraud violators referred for prosecution, only one case has been investigated under the 2013 counter-trafficking law and the government has yet to prosecute or convict suspected traffickers. Existing laws do not provide adequate prosecutorial power or punishments for those operating labor recruiting firms. The government did not report adequate efforts to prosecute or convict suspected traffickers. The government did not implement formal procedures to identify or refer trafficking victims, and victims of trafficking continued to be arrested, detained, and deported. Emerging efforts to issue exit and travel documents to abused workers whose passports had been confiscated were not accompanied by any enforcement activities against the employers from whom the workers had fled.



RECOMMENDATIONS FOR KUWAIT:

Enforce laws against sponsors and employers who illegally hold migrant workers' passports; implement the 2013 anti-trafficking law by investigating and prosecuting trafficking offenses and convicting and punishing offenders, particularly sponsors who subject domestic workers to involuntary servitude; greatly increase law enforcement efforts, including investigations of trafficking offenses perpetrated by Kuwaiti citizens, and establish standard operating procedures for investigations and prosecutions of trafficking crimes; coordinate with the public prosecutor's office to amend current laws to allow for the prosecution of labor recruiting firms; establish procedures to proactively identify and refer to protection services all victims of human trafficking, especially among the female domestic worker population; establish linkages between emerging victim care efforts and law enforcement activities; continue to train shelter staff in providing services to potential trafficking victims; ensure the availability of shelter and services to male victims, sex trafficking victims, and forced labor victims outside of the domestic worker context; amend the sponsorship law to protect foreign workers, including domestic workers, from abuse; increase effective coordination between ministries through the inter-ministerial anti-trafficking committee; and continue to increase efforts to prevent trafficking.

PROSECUTION

The government made weak anti-trafficking law enforcement efforts. The government enacted anti-trafficking legislation in March 2013, which prohibits all forms of trafficking. The law prescribes penalties ranging from 15 years' to life imprisonment, which are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. During the reporting period, the government did not report any prosecutions, convictions, or sentences of trafficking offenders for either forced labor or sex trafficking. While it investigated visa fraud rings, allegedly involving complicit officials, including in the Ministries of Interior (MOI), Social Affairs and Labor (MOSAL), and Commerce and Industry, as well as members of the ruling Al-Sabah family, the government failed to prosecute and convict officials complicit in these trafficking or trafficking-related offenses. Although the withholding of workers' passports is prohibited under Kuwaiti law, this practice remains common among sponsors and employers of foreign workers, and the government demonstrated no efforts to enforce this prohibition. It remained uncommon to find domestic workers who took refuge in their home-country embassy shelters with

their passports in their possession. The government remained reluctant to prosecute Kuwaiti citizens for trafficking offenses. Kuwaiti law enforcement treated cases of forced domestic labor as administrative infractions, and punishment was limited to assessing fines, shutting down employment firms, issuing orders for employers to return withheld passports, or requiring employers to pay back-wages. In 2014, the MOI, in partnership with an international organization, held an anti-trafficking training. The judicial institute continued its mandatory human trafficking course for all newly-hired judicial officials, including prosecutors and judges.

PROTECTION

The government made some progress to protect victims of trafficking by officially opening its large-capacity shelter for runaway domestic workers in December 2014. Nonetheless, the government failed to develop and implement formal procedures to proactively identify trafficking victims among vulnerable populations, such as foreign migrants, domestic workers, and women in prostitution. The government did not develop or implement a referral mechanism to provide adequate protection services to victims. While Article 12 of the anti-trafficking law stipulates public prosecutors may refer a trafficking victim to an appropriate care facility during an ongoing trial until the time of repatriation, there was no indication this occurred in practice during the reporting period. The 2013 anti-trafficking legislation did not stipulate providing protection from prosecution for victims who fled abusive employers. Workers who left their employer's residence without permission risked criminal penalties and arrest, detention, and deportation, even if they were fleeing from an abusive sponsor. The threat of these consequences discouraged workers from appealing to police or other government authorities for protection and from obtaining adequate legal redress for their exploitation. Embassy contacts reported that some personally motivated police officials helped to ensure trafficking victims were not subjected to unwarranted incarceration. Trafficking victims rarely filed cases against their employers, yet some victims who alleged nonpayment of wages received a monetary settlement for wages owed from their employers. The government reported public prosecutors sometimes tried cases on victims' behalf if they were unable to afford legal counsel while pursuing cases against their employer or sponsor.

In December 2014, the government officially opened its high-capacity shelter for runaway domestic workers only with 1,970 women receiving services and assistance at the shelter; an unknown number of the women were forced labor victims. It is unclear how many of these women endured trafficking abuses. The fully operational 700-bed facility served as a one-stop facility, providing medical and psychological care, assistance with repatriation, as well as access to officials from various ministries involved in filing cases against employers. Victims were not able to leave the facility unescorted. While the government previously required women to receive referrals from foreign embassies or international organizations before being granted access to the shelter, it amended this regulation in December 2014 to allow women access to the shelter without a referral. There continued to be no shelter or other protective services afforded for male trafficking victims. Domestic workers from the Philippines, India, Sri Lanka, Ethiopia, and other countries continued to seek assistance at their embassies; some source-country embassies reported providing shelter to at least 200 domestic workers who ran away from their employers. To assist embassies in repatriating trafficking victims, the government directly funded and coordinated with recruitment agencies to purchase airline tickets. MOSAL and the newly established Public Authority for Manpower paid approximately 100,000 Kuwaiti dinars (KD) ($350,000) to repatriate expat workers over the past two years. The MOI also repatriated expatriate workers, but it sought a refund of travel costs from the employers who sponsored the workers. The government also provided an annual operating budget of 600,000 KD ($2,040,000) for the new shelter. The government did not offer foreign trafficking victims legal alternatives to their removal to countries in which they may face hardship or retribution.

PREVENTION

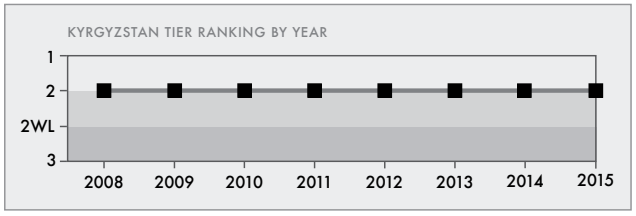
The government sustained minimum efforts to prevent human trafficking. The government did not have a national body or a designated official responsible for coordinating anti-trafficking efforts between ministries. Nonetheless, the government conducted awareness campaigns at Kuwait International Airport aimed at educating newly-arriving domestic workers about the services offered at the domestic workers' shelter. The government's investigation of visa fraud rings led to the closure of hundreds of labor recruitment firms and resulted in the referral of hundreds of suspects for prosecution; however, it did not indicate the alleged violations included trafficking crimes. Most of the referred offenders would only be investigated and prosecuted under the penal code with inadequate sentences in the form of fines; of the several hundred people referred for prosecution, only the executives of four companies were investigated under the anti-trafficking law. Nonetheless, the government did not report on prosecution of these individuals. The Public Authority for Manpower was established during the reporting period, but it lacked adequate numbers of labor inspectors and did not cover domestic workers. The government did not report efforts to reduce the demand for commercial sex acts and forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel.

KYRGYZSTAN: Tier 2

The Kyrgyz Republic (or Kyrgyzstan) is a source, transit, and destination country for men, women, and children subjected to forced labor, and for women and children subjected to sex trafficking. Adult male labor migrants working abroad are reportedly at the highest risk of trafficking. Kyrgyz men, women, and children are subjected to forced labor in Russia and Kazakhstan, and to a lesser extent in Turkey and other European countries, as well as within the Kyrgyz Republic, specifically in the agricultural, forestry, construction, and textile industries, and in domestic service and forced childcare. Kyrgyz children are also subjected to forced labor in cotton and tobacco fields, the selling and distribution of drugs within the country, and hauling cargo both in Kyrgyzstan and neighboring countries. Women and girls are subjected to sex trafficking abroad, reportedly in Turkey, the United Arab Emirates (UAE), India, Russia, Kazakhstan, and within the country. Kyrgyz police officers allegedly exploit female trafficking victims, including some younger than age 18, for sex both in saunas and on the street. Police also allegedly threaten and extort sex trafficking victims, including minors, and reportedly accept bribes from alleged traffickers to drop cases. Street children who engage in begging and children engaged in domestic work (often in the homes of extended family members) are vulnerable to human trafficking. Women and underage teenaged girls from Uzbekistan are increasingly subjected to sex trafficking in southern

Kyrgyzstan. Some men and women from Uzbekistan, Tajikistan, and Turkmenistan transit the country as they migrate to Russia, the UAE, and Turkey, where they may become victims of sex and labor trafficking. International organizations and NGOs reported that some Kyrgyz individuals who join extremist fighters in Syria are forced to remain against their will and that others, including minors, may be deceived by recruiters promising jobs in Turkey, to later be forced by extremist groups to fight, work, or endure sexual servitude in Syria.

The Government of the Kyrgyz Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government established a parliamentary commission to complete an evaluation of the government's anti-trafficking efforts and reported increased prosecutions and convictions of trafficking offenders. However, the government did not have formal written procedures to guide officials in proactive identification or referral of victims. Additionally, the government failed to adequately address alleged complicity in trafficking and trafficking-related offenses despite a 2013 report by the UN special rapporteur on the sale of children, child prostitution, and child pornography that concluded there was serious and endemic corruption of police officers, who allegedly participated themselves in the detention and rape of child sex trafficking victims.



RECOMMENDATIONS FOR KYRGYZSTAN:

Vigorously investigate and prosecute government officials suspected of being complicit in trafficking or who engage in abuse and exploitation of trafficking victims, and convict and punish those found guilty; continue efforts to investigate and prosecute suspected trafficking crimes, respecting due process, and convict and punish trafficking offenders, ensuring the majority of those convicted serve time in prison; increase efforts to proactively identify trafficking victims among vulnerable groups, such as street children, persons in prostitution, adult and child agricultural laborers, and Kyrgyz migrant workers, and refer those victims to protective services; enact legislation consistent with international law to ensure prosecuting the prostitution of minors does not require proof of force, fraud, or coercion; develop and implement child-sensitive investigation and prosecution procedures for cases in which children may be victims of human trafficking; continue to provide premises for NGO-run shelters; continue to contribute to efforts by international organizations to train police, prosecutors, and judges; and ensure identified trafficking victims are not punished for unlawful acts committed as a direct result of being subjected to trafficking.

PROSECUTION

The government made modest anti-trafficking law enforcement efforts, but did not adequately address serious allegations of official complicity. The 2005 Law on Prevention and Combating Trafficking in Persons creates the legal framework to combat trafficking in persons outside of the criminal law arena, focusing on protection and assistance for trafficking victims. In addition, Article 124 of the criminal code, entitled "Trafficking in Persons," criminalizes both sex and labor trafficking of adults and covers a non-trafficking offense, "child adoption for commercial purposes." Contrary to international law, Article 124 requires the prosecutor to prove the offender used force, blackmail, fraud, deception, or abduction for cases of sex trafficking regardless of whether the victim is a child or adult. Article 124 prescribes penalties of five to 20 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. There are other provisions of the criminal code that include trafficking-related offenses. For example, Article 157 makes it a crime to involve a minor in begging and other activities (such as use of narcotic drugs) and prescribes penalties that range from a fine to four years' imprisonment. Prosecutors may also charge traffickers using Article 260, amended in 2014, to increase the penalties for engaging a person in prostitution through the use of force or the threat of force or fraud, and mandates, in some circumstances, substantial prison sentences. While the crime remains generally punishable by a fine or imprisonment of three to five years, in the presence of aggravating circumstances, longer prison sentences are mandatory. For example, when the victim is a child aged 14-17 years, the penalty is five to 10 years' imprisonment, and if the victim is younger than 14 years, the penalty is 10 to 15 years' imprisonment. Article 261 criminalizes organizing others into prostitution or maintaining a brothel without the use or threat of physical violence, and imposes the same penalties for child victims as are set forth in Article 260. Article 15 of the Code on Children prohibits forced child labor.

The government reported its initiation of 11 investigations in 2014, which included seven forced labor and four sex trafficking cases. The Ministry of Labor, Migration, and Youth (MLMY), which is mandated to coordinate the government's anti-trafficking efforts, reported the government prosecuted 20 cases in 2014. The prosecutor general's office reported 21 offenders were prosecuted, an increase from three in 2013; however, it is unclear if this corresponds to those reported by MLMY, as the government does not have a unified database to track trafficking statistics. The government reported its conviction of 15 offenders in 2014, an increase from zero in 2013; however, it is unclear how many of the convictions were for trafficking as opposed to child adoption for commercial purposes. These cases were all prosecuted and convicted under Article 124. The media and international organizations also reported law enforcement efforts against alleged traffickers under other statutes, including investigations of adults who recruited minors into prostitution.

Corruption is a systemic problem in Kyrgyzstan; NGOs and international organizations reported law enforcement officials often accepted bribes to drop cases and sometimes warned suspects prior to raids. Traffickers were reportedly also able to avoid punishment by offering victims small amounts of money to drop cases. The Special Rapporteur on the Sale of Children, Child Prostitution, and Child Pornography documented allegations of law enforcement officials' complicity in human trafficking in a 2013 report; police officers allegedly threatened, extorted, and raped child sex trafficking victims. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. An international organization reported the government prosecuted and convicted a senior police officer for his role in recruiting a labor trafficking

victim, but the officer was later acquitted when the victim applied to overturn the case due to conciliation of the parties, reportedly after secretly accepting payment from the officer.

PROTECTION

The government maintained minimal efforts to protect and assist trafficking victims. The government remained without formal written procedures to guide officials in proactive identification of trafficking victims among high-risk populations. The government did not report a comprehensive count of identified victims; however, it did report identifying 21 Kyrgyz labor trafficking victims in Russia, and 23 Kyrgyz sex trafficking victims in Turkey and the UAE. International organizations and NGOs reported assisting 194 victims in 2014, 182 of whom were subjected to forced labor, nine to sex trafficking, and three to both labor and sex trafficking; three of the victims were younger than 18 years and 137 were male. The government continued to provide in-kind assistance to anti-trafficking NGOs, including the facilities used by three NGO-run shelters (two for adults and one for children) that provided services for trafficking victims. The government also continued to provide a national toll-free telephone line and office space to an NGO-run counter-trafficking and labor migration hotline that provided legal advice and assistance to trafficking victims. Local law enforcement and educational institutions retained informational materials to provide to trafficking victims. Kyrgyz consular officials assisted an unknown number of victims abroad by providing no-cost travel documents and, in some cases, escorting the victim to the border. Such efforts included MLMY and the Embassy of the Kyrgyz Republic in Russia partnering with an international organization to repatriate 21 victims of trafficking in 2014.

Police do not use child-sensitive procedures when dealing with child victims during case investigation and courts do not provide safeguards to ensure their privacy and protection. The government reportedly punished trafficking victims for crimes they were forced to commit as a direct result of being subjected to trafficking. According to the 2013 UN special rapporteur report, police officers allegedly detained child sex trafficking victims, releasing them only after they performed sexual acts. Kyrgyz police extorted bribes from child sex trafficking victims through threats of arrest for prostitution, even though prostitution was neither illegal nor an administrative offense. The Bishkek Police Department for Combating Human Trafficking and Crimes Against Public Morality focused on raiding brothels, the ownership of which is illegal, but did not have formal written procedures in place for the identification and protection of potential sex trafficking victims; thus, officials may have penalized and arrested unidentified victims.

PREVENTION

The government made efforts to prevent trafficking. During the reporting period, the government created a parliamentary commission to complete an evaluation of the government's overall anti-trafficking efforts and publicized the need to improve them. In November 2014, a second MLMY employment center was opened in Osh, with funding and support from an international organization and foreign government, to complement the similar center in Bishkek. The centers provided employment services, vacancy advertisement, pre-departure orientation, which included trafficking prevention, and other services for job seekers to ensure safer migration and employment. During the reporting period, MLMY broadcasted videos on its website and two television channels about how to find legal employment abroad and generally avoid trafficking and labor exploitation. Additionally, MLMY carried out an unknown number of trafficking prevention and awareness events in cooperation with local law enforcement and other government agencies. MLMY also monitored the government's implementation of programs under its 2013-2016 anti-trafficking action plan. The government commission to review and issue permits for private agencies that recruit migrant workers met in August 2014 and canceled permits for four agencies; MLMY disseminated information about the permit status of the agencies online and through the employment centers. The Ministry of Education distributed information on human trafficking among students in public schools and at higher education institutions. The border service provided anti-trafficking information at border crossings. The NGO-run hotline, supported in-kind by the government, provided awareness-raising and general prevention information to callers. The government provided anti-trafficking guidance for its diplomatic personnel. The government did not report efforts to reduce the demand for commercial sex acts or forced labor.

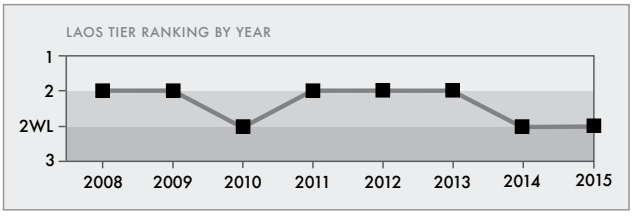
LAOS: Tier 2 Watch List

Laos is a source, and to a lesser extent, a transit and destination country for women, children, and men subjected to sex trafficking and forced labor. Lao trafficking victims often are migrants seeking work outside the country—sometimes with the assistance of brokers who charge high fees—who encounter conditions of labor or sexual exploitation after arriving in destination countries, most often Thailand. Many victims, particularly women and girls, some reportedly as young as 11 years old, are exploited in Thailand's commercial sex trade and in forced labor in domestic service, factories, or agricultural industries. Lao men and boys are victims of forced labor in Thailand in the fishing, construction, and agricultural industries. Lao victims of forced labor in the Thai fishing industry have been identified in Indonesian waters. NGOs report individuals offering transportation services near the Thai border facilitate the placement of economic migrants into forced labor or sex trafficking in Thailand. The government reports foreign traffickers increasingly collaborate with local Lao middlemen to facilitate trafficking. Many trafficking victims may be among the more than 17,000 migrants deported or "pushed back" annually from Thailand without official notification, often sent back to Laos in boats across the Mekong River. Vehicle drivers sometimes intercept these migrants when they arrive back in Laos and facilitate their re-trafficking. A small, though possibly increasing, number of women and girls from Laos are sold as brides in China and South Korea and subsequently subjected to sex trafficking. Lao women have been subjected to sex trafficking in Malaysia and possibly Indonesia. A small number of Lao have been subjected to trafficking in Vietnam. Some local officials may contribute to trafficking by accepting payments to facilitate the immigration or transportation of girls to Thailand.

Laos is reportedly a transit country for some Vietnamese and Chinese women and girls who are subjected to sex trafficking and forced labor in neighboring countries, particularly Thailand. Local organizations reported concerns that some of the Vietnamese men and women working in or near (often illegal) logging and construction areas along the Lao-Vietnam border may be victims of trafficking. They reported similar concerns over Burmese nationals working as manual laborers or involved in the sex trade near the "golden triangle" tri-border area with Burma and Thailand.

There is little data on the scope of trafficking within Laos. Some Vietnamese and Chinese women and girls, as well as girls and boys from Laos, are subjected to sex trafficking in the country, usually in the larger cities or in close proximity to borders, casinos, or special economic zones, reportedly to meet the demand of Asian tourists and migrant workers. Some Lao adults and children are subjected to forced labor within Laos in the agricultural sector. There were reports that child sex tourists from the United Kingdom, Australia, and the United States have traveled to Laos intending to exploit children in the sex trade.

The Government of Laos does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to prosecute trafficking offenses and convict traffickers, and to provide short-term assistance to some victims with a heavy reliance on support from foreign donors. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Laos is placed on Tier 2 Watch List. The government did not provide sufficient case details to establish that all reported cases involved trafficking. The government relied almost entirely on local and international organizations to implement anti-trafficking programs in Laos. It did not make progress in proactively identifying trafficking victims, enhancing the quality of services available to victims, or increasing access to services for male victims.



RECOMMENDATIONS FOR LAOS:

Implement formal victim identification procedures and train police and border officials to systematically identify trafficking victims, and refer them to care, particularly among migrants "pushed back" from Thailand and domestic victims; increase efforts to address internal trafficking—including children subjected to sex trafficking and adults and children subjected to forced labor in the commercial agricultural sector—by identifying and assisting Lao citizens subjected to trafficking within the country and prosecuting their traffickers; finalize new anti-trafficking legislation that conforms with international law requirements, including organizations with relevant expertise in all stages of the drafting process; improve transparency by collecting information on government anti-trafficking activities, including case details, and share this information with stakeholders; provide incentives for victims to participate in formal legal proceedings, including through restitution awards from the courts; reduce the demand for sex tourism by continuing to increase awareness in targeted locations and enforcing criminal penalties; in partnership with local and international organizations, increase resources and vocational trainings to support victims, including male victims, to reintegrate into their home communities; increase government expenditures on service provision to victims and awareness campaigns to warn of the dangers of human trafficking; and investigate and prosecute public officials alleged to be complicit in trafficking crimes.

PROSECUTION

The government continued moderate law enforcement efforts to combat trafficking. As of a 2006 revision to its penal code Article 134, Lao law prohibits all forms of human trafficking and prescribes penalties ranging from five years' to life imprisonment, fines ranging from 10 to 100 million kip ($1,250 to $12,500), and confiscation of assets; these penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government continued drafting the framework for trafficking-specific legislation, and during the reporting period, it conducted limited consultations with international organizations capable of providing necessary legal expertise. In 2014, authorities reported investigating 38 individuals for suspected trafficking offenses, prosecuting 31, and convicting 21 trafficking offenders. Officials reported convicted traffickers received punishments from five to 15 years' imprisonment and fines ranging from 10 to 100 million kip ($1,250 to $12,500). The government used various criminal statutes to prosecute cases and did not specify the nature of cases; it is not possible to confirm all reported cases constituted trafficking offenses. Court proceedings lacked adequately detailed record-keeping, and despite initiating broad legal system reform, the Lao judicial sector remained weak and inefficient. The government added anti-trafficking provisions into basic training courses for police, and led donor-funded trainings that reached more than 300 officials. The government reported conducting cooperative investigations with the governments of China and Vietnam, resulting in one extradition. The general public's continued reluctance to work with law enforcement and reliance on out-of-court mediation hampered the government's ability to effectively investigate internal and cross-border trafficking cases. Corruption remained an endemic problem in Laos. Anti-trafficking organizations have reported some local officials may have contributed to trafficking by accepting payments to facilitate the immigration or transportation of girls to Thailand. The government reported investigating an unknown number of cases of officials for producing falsified travel documents—which could have facilitated trafficking—but did not report any prosecutions or convictions of officials for complicity in human trafficking or trafficking-related activities during the year.

PROTECTION

The government did not make progress in proactively identifying victims exploited within the country or among those deported from other countries, and its overall victim protection efforts remained inadequate. It continued to provide modest support to victims identified by the Thai government and repatriated to Laos. The government reported assisting 253 victims in 2014; such assistance could have included temporary accommodation, legal advice, health services, education, or job training. Lao authorities did not follow systematic procedures for the identification of victims, and the government did not complete revisions to a previously developed checklist for the identification of victims among vulnerable groups. Deportees from Thailand were not systematically screened, and front-line officers' lack of awareness often led to conflation between trafficking and involuntary migration, leaving some victims unidentified.

The government reported allocating 150 million kip ($18,800) to victim services in 2014, though it did not specify whether this funding was disbursed or how it was used. It continued to rely almost entirely on NGOs and international organizations to provide and fund victim services. The government cooperated with an

NGO to run a transit center in Vientiane, where victims could stay for approximately one week, and the quasi-governmental Lao Women's Union operated a short-term shelter for victims of a number of forms of abuse; an unknown number of victims received services from these facilities. In addition, the government referred an unknown number of victims to non-governmental shelters or other providers of medical care, counseling services, and vocational training. In September 2014, the government signed an agreement with the Government of China to cooperate on protecting and repatriating victims of trafficking. A lack of adequate long-term support available in Laos made victims vulnerable to re-trafficking. Although Lao men and boys were subjected to trafficking, the vast majority of services in the country were only available to women.

There were no reports of identified victims being subjected to penalties for acts committed as a result of being subjected to trafficking, and central government officials instructed provincial authorities that they could not fine repatriated victims for immigration violations. However, a lack of proactive victim identification may have led to some unidentified victims being treated as law violators. Lawyers did not always have formal training and victims were not always made sufficiently aware of their legal rights. The government reported encouraging victims to cooperate with prosecutions, and the Lao Women's Union made efforts to familiarize individual victims with the court process, but an overall lack of incentives for participation in formal legal proceedings, which can be lengthy and costly, led some victims to choose traditional out-of-court mediation for redress. Unlike last year, there were no reported cases of victims being awarded restitution by the courts. The government did not establish formal legal alternatives to the removal of foreign trafficking victims to countries where they may face retribution or hardship, but reported it would consider such options on a case-by-case basis.

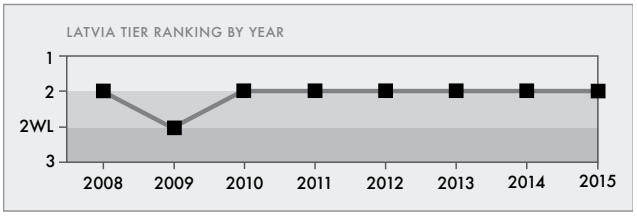
PREVENTION

The government continued modest prevention efforts. On a day the government designated to combat trafficking in December 2014, the prime minister gave a speech to raise awareness of trafficking that reached more than 1,000 individuals. Government-controlled print, television, and radio media carried a variety of pieces to promote anti-trafficking awareness. The Ministry of Foreign Affairs continued to distribute materials about safe migration and the risks of human trafficking to Lao citizens applying for passports. Although the government continued implementation of its national action plan, it reported no notable outcomes from these activities. Officials reported investigating leads from an international law enforcement agency that seven child sex tourists had entered the country, but this did not result in any arrests and no additional action to enforce criminal penalties for child sex tourism were reported. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government took no discernible measures to reduce the demand for forced labor or commercial sex acts.

LATVIA: Tier 2

Latvia is a source and destination country for women and children subjected to sex trafficking and a source and destination country for women, men, and children subjected to forced labor. Latvian women and girls are subjected to sex trafficking within Latvia as well as in other parts of Europe. Latvian men, women, and children are subjected to forced labor within Latvia, as well as in other parts of Europe, particularly in construction and agricultural sectors. Latvian women recruited for brokered marriages in Western Europe, particularly Ireland, are vulnerable to sex trafficking, domestic servitude, and forced labor.

The Government of Latvia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government significantly increased the budget for victim assistance and certified more victims, particularly men. It demonstrated strong prevention efforts through sponsoring awareness-raising activities and launched a working group to facilitate inter-ministerial and public-private coordination. Latvia continued to be a regional leader in identifying and preventing sham marriages that put women in highly vulnerable situations, including some cases of trafficking. However, these robust efforts were not matched in the government's fight against certain forms of trafficking, particularly Latvians subjected to labor trafficking abroad, as well as trafficking occurring within Latvia. Authorities have not initiated a labor trafficking investigation since 2009, and a Latvian court has never convicted a criminal defendant of labor trafficking. In 2013 and 2014, authorities identified no Latvian or foreign victims exploited within the country. The Supreme Court upheld a conviction and the trafficker was sentenced to prison; however, the number of prosecutions and convictions under the trafficking statute remained low, relative to the number of victims identified.



RECOMMENDATIONS FOR LATVIA:

Increase efforts to investigate and prosecute trafficking cases under the trafficking statute (Section 154-1 of the Latvian Criminal Law); increase efforts to proactively identify victims, particularly Latvian and foreign victims exploited within the country; increase training for police, prosecutors, and judges on trafficking, including forced labor and domestic trafficking cases; impose criminal penalties on convicted traffickers, including public officials, that are commensurate with the severity of the crime committed; encourage more victims to assist law enforcement by training officials on how to provide appropriate protections to all victims, such as witness protection and how to minimize the trauma victims face when testifying against their traffickers in courtrooms; provide police investigators sufficient resources to conduct investigations; improve collaboration between the State Labor Inspectorate and the police to ensure credible referrals result in police investigations; provide prosecutors and judges with clarity on the use of Section 154-1 versus Section 164 and consider amending Section 164 if too much overlap exists; provide more victims with compensation from their traffickers and from the State Agency for Judicial Assistance; review and improve the efficiency of trial procedures to ensure a victim-centered approach and to expedite prosecutions; and fully fund and implement the 2014-2020 National Anti-Trafficking in Persons Program (national action plan).

PROSECUTION

The government maintained weak law enforcement efforts. Latvia prohibits all forms of trafficking through Sections 154-1 and 154-2 of its Criminal Law, which prescribe a maximum penalty of up to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In October 2014, Latvia amended Section 154-2 to include a detailed description of what constitutes vulnerability. Judges and prosecutors have the power to reclassify cases from Section 154-1 to lesser crimes. For instance, trafficking crimes could be charged under Section 164, which criminalizes exploiting individuals' vulnerability or using deceit in order to involve them in prostitution—a scenario very similar to sex trafficking—but prescribes punishments as lenient as community services or a fine.

In 2014, the government investigated 10 suspects in one new case of sex trafficking under Section 154-1, a decrease from six new cases involving 18 suspects in 2013. Authorities have not initiated a labor trafficking investigation since 2009, despite the government certifying at least 15 victims of labor trafficking in 2014. Local media raised concerns domestic and international labor exploitation was underreported. The government did not initiate any prosecutions under Section 154-1 in 2014, compared to one prosecution in 2013. As in 2013, authorities did not secure any convictions under Section 154-1 in 2014. This statistical information includes lower-level court sentences that were not appealed. The Supreme Court upheld a conviction under Section 154-1 in 2014; the trafficker received a seven-year prison sentence followed by a police supervision term of three years. Previously, between 2010 and 2013, lower-level courts issued suspended sentences to all four convicted traffickers. Authorities collaborated with several foreign governments on trafficking investigations.

A 19-officer unit of the state police specialized in investigating trafficking, sham marriages, money laundering, and related crimes. Observers reported law enforcement had more capacity to investigate and charge suspected traffickers for trafficking-related crimes, such as money laundering, pimping, and transfer for sexual exploitation. Charging traffickers with lesser crimes, particularly those that often result in suspended sentences, permits traffickers to commit a serious crime with impunity, endangers victims they exploited, diminishes the deterrence effect, and prevents policymakers from effectively evaluating the trafficking situation and calibrating policies and resources to fight this crime. Observers reported the need for more training for law enforcement, particularly on evidence collection and understanding psychological coercion. The government hosted trainings for some state police, prosecutors, and judges. The Office of the Prosecutor General indicated low salaries and limited benefits caused a high level of staff rotation within the anti-trafficking police unit, affecting morale and case investigation quality. Latvian court procedures were lengthy and stalled anti-trafficking efforts. In 2014, authorities launched an investigation of two Riga police representatives charged with facilitating pimping. The prosecution of a former anti-trafficking police officer accused of extortion and other crimes was ongoing at the close of the reporting period. Authorities continued to prosecute a sworn attorney for withholding evidence in a trafficking-related prosecution. The government reported no new prosecutions or convictions of government employees complicit in trafficking.

PROTECTION

The government sustained victim protection efforts. The government provided approximately 159,400 euro ($176,600) for its victim assistance program in 2014, compared with approximately 93,400 euro ($103,500) in 2013. The government's NGO-run rehabilitation program offered victims psychological assistance, medical aid, legal representation, housing, and reintegration services. The government's bureaucratic delays in contracting an NGO to provide services resulted in a gap of state assistance provision for new victims for the first two months of 2015. In 2014, the government enrolled 27 new victims into its assistance program, compared with 22 victims in 2013; the program assisted 38 victims in total, including some identified in 2013. All of the newly enrolled victims were Latvian and had been exploited abroad; eight victims were male. Only three of these victims cooperated with law enforcement in 2014, amid reports that officials did not gain victims' trust or take sufficient efforts to encourage victims to cooperate. Local victim advocates reported the number of victims certified by the state did not accurately reflect the scope of trafficking in Latvia because of the victims' hesitation or inability to report abuses. Latvian courts had video conference and audio recording capabilities; nevertheless, observers noted instances in which victims facing their traffickers during trial caused re-victimization. The government enrolled one victim in its witness protection program in 2014. Latvian courts did not order restitution payments for any victims in 2014, despite courts confiscating property from suspected traffickers. One victim received compensation from a government fund for victims of severe crime. There were no reports of victims penalized for unlawful acts committed as a direct result of being subjected to trafficking.

PREVENTION

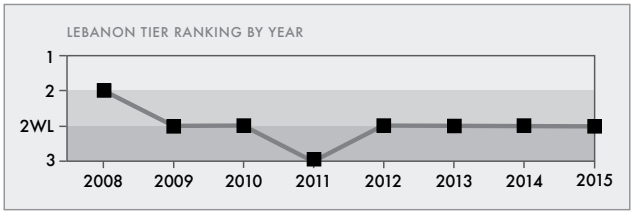
The government demonstrated strong prevention activities. Latvian authorities continued to use Section 165-1, which prohibits the transfer of individuals for the purpose of sexual exploitation, to prevent potential cases of trafficking. In 2014, the government prosecuted 11 defendants under Section 165-1 and convicted 14 suspects, although only one conviction came with a prison sentence. The prime minister established an anti-trafficking working group comprised of 33 representatives across ministries and NGOs; the group will coordinate inter-ministerial activities and implement the 2014 to 2020 national action plan. Authorities reported the state budget does not allocate funding for several of the action plan's activities, including training. Various ministries contributed to a number of awareness-raising activities, including programs for schools and potential migrants. The State Labor Inspectorate continued to refer cases of suspected labor trafficking to the police, but none of these referrals resulted in the opening of an investigation. The government continued to maintain information and emergency hotlines that received calls on potential trafficking situations. The government provided anti-trafficking training for Latvian diplomatic personnel as well as foreign diplomats assigned to Latvia. The government did not report any specific measures to reduce the demand for commercial sex acts or forced labor.

LEBANON: Tier 2 Watch List

Lebanon is a source and destination country for women and children subjected to forced labor and sex trafficking and a transit point for Eastern European women and children subjected to sex trafficking in other Middle Eastern countries. Women and girls from South and Southeast Asia and an increasing number from East and West Africa experience domestic servitude in Lebanon

with the assistance of recruitment agencies that at times engage in fraudulent recruitment. A highly publicized case of an Ethiopian domestic worker publicly beaten by a Lebanese recruitment agent in March 2012 exemplifies the abuse suffered by domestic workers in Lebanon. Under Lebanon's sponsorship system, workers who leave their employers' houses without permission forfeit their legal status, putting them at risk of re-trafficking. Women from Eastern Europe, North Africa, and Dominican Republic enter Lebanon through the *artiste* visa program to work in the adult entertainment industry. In 2014, approximately 3,400 women entered Lebanon under this program—a substantially lower number than in 2013—which sustains a significant sex trade and enables forced prostitution. Some women from East and West Africa also endure forced prostitution in Lebanon. Lebanese children are reportedly victims of forced labor in street begging and commercial sexual exploitation facilitated by male pimps, husbands, and boyfriends, and, at times, through early marriage. Small numbers of Lebanese girls may be subjected to sex trafficking in other Arab countries. Syrian refugee men, women, and children in Lebanon are at risk of sex trafficking and forced labor. There is a reported increase in Syrian children engaged in forced street begging. Syrian girls are brought to Lebanon for prostitution, sometimes through the guise of early marriage. Some Syrian women may be forced to engage in street prostitution, and Syrian LGBT refugees are forced or coerced into prostitution by Lebanese pimps. In 2014, NGOs reported an increase in Syrian refugees forced to work in agriculture or conduct criminal activity. Syrian gangs force Syrian refugee men, women, and children to work in the agricultural sector in Beqaa Valley.

The Government of Lebanon does not fully comply with the minimum standards for the elimination of trafficking, but is making significant efforts to do so. Despite these measures, the government has not shown evidence of increasing efforts to address human trafficking compared to the previous year; therefore, Lebanon is placed on Tier 2 Watch List for a fourth consecutive year. Lebanon was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking and it has committed to devoting sufficient resources to implement that plan. The government continued to investigate and prosecute trafficking offenses; it also convicted an increased number of traffickers in 2014. Nonetheless, judicial officials were unaware of the anti-trafficking law and how to apply it, thus many trafficking offenders were not brought to justice. Although the government continued to partner with NGOs and identify and refer some victims to NGO-run protection services, the government did not thoroughly implement victim identification procedures or directly provide protection to victims. Authorities continued to arrest and detain trafficking victims among vulnerable groups for crimes committed as a direct result of being subjected to trafficking. The government's inter-ministerial coordination remained inadequate.



RECOMMENDATIONS FOR LEBANON:

Increase investigations, prosecutions, and convictions of offenders under the anti-trafficking law, including officials complicit in human trafficking; increase training for judges, prosecutors, law enforcement officials, and diplomatic personnel about the crime of trafficking and the anti-trafficking law; continue to implement standard procedures to identify trafficking victims among vulnerable populations, such as illegal migrants, women holding *artiste* visas, domestic workers, and Syrian refugees; continue to work in partnership with NGOs to identify and provide protection services to victims, and ensure identified victims are not detained for unlawful acts committed as a direct result of being subjected to trafficking; enact the labor law amendment extending legal protections to foreign workers and the draft law providing increased labor protections to domestic workers; reconvene the national anti-trafficking committee and increase efforts to effectively coordinate inter-ministerial anti-trafficking activities; and continue to conduct anti-trafficking public awareness campaigns.

PROSECUTION

The government demonstrated uneven law enforcement efforts, as resource constraints and a lack of capacity and training hindered anti-trafficking efforts. Lebanon's 2011 anti-trafficking law prohibits all forms of human trafficking. Prescribed penalties for sex trafficking and forced labor range from five to 15 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. However, the Ministry of Justice (MOJ) reported the law was applied unevenly, as most judges were unfamiliar with it and did not understand the crime. The government remained without an explicit law to prohibit and punish employers or labor agents from confiscating workers' passports or travel documents; NGOs and government officials continued to report most employers withhold workers' passports. Nonetheless, in an unprecedented ruling in June 2014 involving a Filipina domestic worker who left her employer before completing her work contract, a judge required the employer to return the worker's confiscated passport and travel documents; the employer was not, however, investigated or charged for trafficking crimes.

In October 2014, the government issued a ministerial decree creating an anti-trafficking bureau under the Internal Security Forces (ISF) to manage all trafficking investigations. ISF investigated five cases of trafficking, while the Directorate of General Security (DGS) investigated 78 suspected cases of trafficking involving nonpayment of wages, physical abuse, and rape or sexual abuse. MOJ referred cases involving 89 suspected traffickers to the public prosecutor's office for further investigation. Officials charged 72 of these individuals under the anti-trafficking law for alleged forced prostitution, forced labor, and forced child begging. The government obtained convictions for six traffickers in cases initiated in 2014; the remaining cases were still under investigation at the end of the reporting period. In two cases initiated prior to this reporting period, four defendants were convicted in October and November 2014 under the anti-trafficking law for forced child begging; one of the perpetrators was a victim's mother. All four perpetrators received sentences of 10 years' imprisonment and other penalties. Nonetheless, government officials reported security forces were reluctant to arrest parents for trafficking their children due to a lack of social services available should the child be removed from the family. Overall, these law enforcement efforts mark a significant increase from the 14 prosecutions and zero convictions reported in 2013. The government cooperated

with the Government of Liberia and investigated two Lebanese citizens who allegedly forced 10 Liberian women into domestic servitude in Lebanon; however, the investigative judge dropped the charges against the suspects because of the lack of witness testimony. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses; however, NGOs continued to report DGS officers accepted bribes to protect adult nightclubs or issue *artiste* visas. Though there was no evidence these officers were directly involved in trafficking, one DGS official was fired in 2014 for sexually abusing a trafficking victim; the official was not, however, investigated further or prosecuted for any criminal offense. The government provided anti-trafficking training for officials, but the breadth and scope was inadequate to fully address the problem in Lebanon. In September 2014, the DGS began conducting weekly awareness sessions for its personnel, while the ISF conducted intermittent training and the Lebanese army instituted anti-trafficking training for soldiers in 2014.

PROTECTION

The government made limited progress in victim identification and protection efforts and remained without a formal system for proactive victim identification among vulnerable populations. Though the government, in coordination with a local NGO, developed and distributed formal victim identification procedures to officials in October 2014, these procedures were not systematically utilized. The government did not consistently protect victims from crimes committed as a direct result of being subjected to human trafficking, but it demonstrated some improvements in its protection efforts in the reporting period. Domestic workers who fled abusive employers, out-of-status migrant workers, women holding *artiste* visas, and persons in prostitution were often arrested, detained, and deported without being screened for trafficking. In September 2014, an international organization reported authorities detained and failed to refer to protection services a Syrian child in prostitution. Investigative judges sometimes ordered incarceration of sex trafficking victims for prostitution violations, despite ISF officers having identified them as victims. DGS maintained a 500-person detention center in Beirut for illegal foreign migrants, many of whom were unidentified trafficking victims. While DGS did not proactively identify victims within the detention center, it permitted an NGO to do so, which continued to report an increased level of professionalism among DGS officials and investigators.

The government did not directly provide protection services to trafficking victims, but it continued to rely on an NGO safe house to provide various services to female trafficking victims; DGS was required to refer victims to the safe house and provide security for the location. The safe house assisted 117 trafficking victims in 2014, twelve of whom were identified and referred by DGS and ISF. DGS also identified and referred to protection services 10 Liberian victims of domestic servitude; upon the victims' requests, DGS repatriated all 10 victims in March 2015. Additionally, the ISF anti-trafficking bureau identified 33 potential victims of sexual exploitation and child trafficking in cases officials referred to the judiciary. In January 2015, the government signed a one-year memorandum of understanding with a local NGO to provide protection services to trafficking victims; however, this agreement did not include allocation of government funding in support of the NGO's provision of care. Though victims were permitted to file civil suits against their traffickers, government officials did not undertake a policy to explicitly encourage victims to participate in criminal prosecution of trafficking offenders. Victims who chose voluntary repatriation were often without the option for legal redress because they were not present in the country to testify. The government did not provide temporary or permanent residence status or other relief from deportation for foreign trafficking victims who face retribution or hardship in the countries to which they would be deported. The government did not adopt the draft labor law amendment extending legal protections to foreign workers nor the draft law providing increased labor protections to domestic workers.

PREVENTION

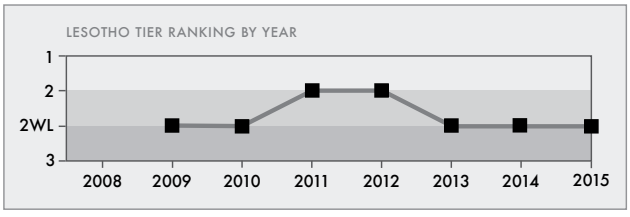
The government made limited efforts to prevent trafficking. The national anti-trafficking action plan was not formally adopted, yet relevant ministries took efforts to implement the plan. The national anti-trafficking committee did not meet during the reporting period and inter-ministerial coordination remained inadequate. Nevertheless, the government, in partnership with anti-trafficking advocates, conducted trafficking awareness campaigns in shopping centers and through television advertisements. DGS officers at Beirut International Airport continued to distribute booklets and return passports directly to migrant domestic workers upon their arrival. DGS and the Ministry of Labor (MOL) continued to operate hotlines to receive complaints, including for trafficking crimes, but it was unclear how many trafficking victims were identified through these hotlines. In 2014, the DGS also established a hotline specifically for women working in the adult entertainment industry and those who obtain *artiste* visas; DGS conducted interviews and provided the hotline number to these women before they entered this sector. DGS continued a program that distributed anti-trafficking brochures to an unknown number of departing Moldovan *artiste* visa holders; however, Lebanese authorities did not report identifying or offering protective services to any Moldovan sex trafficking victims. DGS also began a program to pre-brief holders of the *artiste* visa about restrictions and obligations of their visa status upon arrival to Beirut International Airport; under the program, if the visa holder objects to the obligations and restrictions, she is free to return to her home country.

In November 2014, the labor minister banned recruitment agencies from advertising their services, a violation that could be prosecuted under the anti-trafficking law. In February 2015, the labor minister also called for the adoption of a draft law to reduce the vulnerability of migrant domestic workers, but the law was not enacted at the end of the reporting period. DGS periodically issued circulars calling on Lebanese employers to abide by guest worker regulations. MOL and DGS have the authority to close or penalize employment agencies that exploit migrant workers; MOL closed 15 agencies for committing employment violations, while DGS blacklisted 56 recruitment agencies. Throughout the reporting period, MOL and ISF required Syrian nationals to have work permits in specific sectors; this requirement increased Syrian refugees' vulnerability to trafficking by legally binding them to their employers under the sponsorship system. Lebanese peacekeeping troops continued to receive mandatory training on sexual exploitation and abuse but not specifically on human trafficking. The government made efforts to reduce the demand for forced labor in March 2015 when it closed and referred for prosecution a recruitment agency responsible for advertising short-term, cheap foreign domestic workers to the public. The government did not take any steps to reduce the demand for commercial sex acts or address child sex tourism by Lebanese nationals abroad. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

LESOTHO: Tier 2 Watch List

Lesotho is a source, transit, and destination country for women and children subjected to forced labor and sex trafficking, and for men subjected to forced labor. In Lesotho and in South Africa, Basotho women and children are subjected to domestic servitude, and children—both boys and girls—increasingly endure commercial sexual exploitation. Basotho women and girls voluntarily migrate to South Africa seeking work in domestic service and upon arrival are detained in prison-like conditions or forced to engage in prostitution. Some Basotho men, who migrate voluntarily, though illegally, to South Africa for work in agriculture and mining, become victims of forced labor; many work for weeks or months before their employers turn them over to South African authorities for deportation on immigration violations to avoid paying them. Basotho are also coerced into committing crimes, including theft, drug dealing, and smuggling under threat of violence or through forced drug use. Chinese and Nigerian organized crime rings reportedly acquire Basotho victims while transporting foreign victims through Lesotho to Bloemfontein or Johannesburg. The trend of foreign nationals subjecting their compatriots to trafficking in Lesotho, first observed in 2011, reportedly continued, although no specific cases were identified by government or NGO stakeholders during the reporting period.

The Government of Lesotho does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Lesotho is placed on Tier 2 Watch List for a third consecutive year. Lesotho was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking, and it has committed to devoting sufficient resources to implement that plan. The government finalized the National Anti-Trafficking in Persons Strategic Framework and Action Plan. However, the government failed to initiate any prosecutions during the reporting period and has not successfully prosecuted and punished a trafficking offender under the 2011 anti-trafficking act. In addition, it did not address systematic weaknesses—including alleged complicity and questions of jurisdiction among courts. The government identified 11 trafficking victims and referred five for care. However, overall efforts to protect victims remained minimal, as the government did not develop formal referral procedures or establish victim care centers—key elements of the 2011 anti-trafficking act that remained unimplemented for the fifth consecutive year. The government continued its reliance on NGOs to identify and assist victims, without providing funding or in-kind support for these services; during the year, this led to one NGO suspending its shelter operations.



RECOMMENDATIONS FOR LESOTHO:

Enact implementing regulations for the 2011 anti-trafficking act and address jurisdictional issues impeding the hearing of trafficking cases in the Basotho court system; increase efforts to investigate and prosecute trafficking offenses under the 2011 act, including both internal and transnational cases; provide care to victims of trafficking *via* government-run centers or in partnership with international organizations or NGOs; develop a formal system to proactively identify trafficking victims among vulnerable populations and refer them to care, in line with the 2011 act; differentiate the process of victim identification from the prosecution of trafficking offenders; provide adequate resources to support anti-trafficking efforts, especially provision of protection services such as victim witness support; increase oversight of labor recruitment agencies licensed in Lesotho; implement the national action plan and strategic framework; investigate and prosecute complicit officials; and initiate use of a data collection system to analyze data on victims identified and assisted, trafficking offenses investigated and prosecuted, and trafficking offenders convicted and punished.

PROSECUTION

The government sustained minimal anti-trafficking law enforcement efforts. The Anti-Trafficking in Persons Act, effective January 2011, prohibits and punishes all forms of trafficking in persons. It prescribes penalties of up to 25 years' imprisonment or a fine of one million maloti ($82,850) under Section 5(1) for the trafficking of adults and up to life imprisonment or a fine of two million maloti ($165,700) under Section 5(2) for the trafficking of children; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. However, a provision allowing offenders to pay a fine *in lieu* of serving prison time allows for a penalty that is not proportionate to the crime and does not provide an adequate deterrent to potential perpetrators of trafficking offenses. The Child Protection and Welfare Act, enacted in March 2011, prescribes penalties of life imprisonment or a fine of one million maloti ($82,850) for child trafficking. Labor recruiters who knowingly recruit workers for forced labor are liable for the same penalties as those who hold them in servitude. The government completed the National Anti-Trafficking in Persons Strategic Framework and Action Plan; however, it did not complete its draft of implementing regulations necessary to enforce the anti-trafficking act. The government has never convicted and punished a trafficking offender under the 2011 anti-trafficking act and failed to initiate prosecution of trafficking offenders in 2014. The prosecution of one suspect initiated during the previous reporting period was dismissed, while the prosecution of two alleged offenders, also initiated in the previous reporting period, remained pending. In one case, the investigation was completed and the accused remained in custody because she was unable to post bail. The court date was delayed due to a "go slow" labor action by correctional officers. In the other case, the accused was charged with murder and a possible secondary charge of trafficking. The investigation had been completed and a trial was pending at the end of the reporting period. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. Despite reports of complicity, including suspected traffickers exerting influence to facilitate the arrest of victims to prevent them from testifying in 2012, no investigation was conducted into these allegations. In partnership with an international organization, in June 2014, the Ministry of Home Affairs conducted a five-day training for 25 police and immigration officers, 10 labor inspectors, and 16 additional staff.

The government failed to address systemic weaknesses in its anti-trafficking response that prevented it from holding traffickers accountable. Judicial sector officials contend Lesotho's high court—which has the jurisdiction to hear trafficking cases—should not be the court of first instance, and magistrate courts—where judges have attempted to hear cases—lack jurisdiction to appropriately sentence convicted offenders or refer trafficking cases to the high court. The Directorate of Public Prosecutions, with four prosecutors assigned to handle trafficking cases, failed to initiate any trafficking prosecutions during the year. The Child and Gender Protection Unit of the Lesotho Mounted Police Service, with 116 officers and responsibility for the enforcement of criminal law pertaining to child labor, was without funding dedicated specifically to the enforcement of child labor laws and did not conduct any investigations or prosecutions of forced child labor in 2014.

PROTECTION

The government maintained its minimal efforts to protect victims during the reporting period and continued to lack formal victim identification procedures or a process to refer victims to appropriate services. The Child Gender and Protection Unit (CGPU) identified 11 potential trafficking victims and referred five to care. The Ministry of Home Affairs referred one additional victim to an NGO for assistance. The government failed to directly assist these victims or provide support to NGOs that did so during the year, despite its previous pledges to provide such NGOs financial support. As a result of the government's failure to provide such support or coordinate systematic referral of trafficking victims to these organizations, one NGO suspended its operations in Lesotho during the year, leaving the country without any assistance available specifically for trafficking victims. During the reporting period, the government did not establish victim care centers or a fund to protect and rehabilitate victims, as required under the 2011 anti-trafficking act. Medical, psychological, legal, and life skills services were accessible to victims of crime, including trafficking, free of charge at government hospitals and clinics, and the CGPU had the capacity to provide limited counseling to such groups; it is unknown how many victims received such services in 2014. The 2011 anti-trafficking law protects victims from prosecution for unlawful acts committed as a direct result of being subjected to trafficking, provides foreign victims with permanent residency as a legal alternative to their removal, and encourages victims to assist in the investigation of traffickers; however, the government unevenly applied these provisions during the reporting period.

PREVENTION

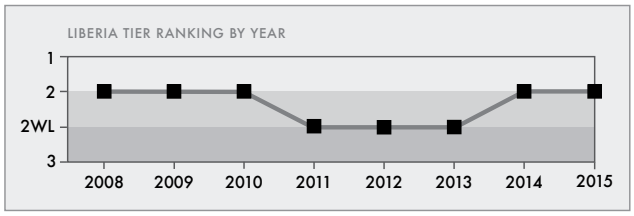
The government increased its efforts to prevent trafficking. In July 2014, the Multi-Sectoral Committee partnered with an international organization to complete the National Anti-Trafficking in Persons Strategic Framework and Action Plan, which identifies each ministry's responsibilities in combating and creating awareness of trafficking through 2016. The Ministry of Gender produced anti-trafficking pamphlets, sponsored television and radio spots, and led door-to-door campaigns and outreach at border posts, schools, and churches.

As of August 2014, the Ministry of Employment and Labor (MOEL) conducted approximately 1,330 inspections. However, the effectiveness of these inspections in identifying forced child labor was limited since they focused on the formal sector. Forced child labor was most prevalent in the informal sector where children work as domestic workers and herd boys. The government did not train labor inspectors to identify child labor and inspectors did not identify any child labor violations in 2014. MOEL issued 40 licenses to labor agents recruiting workers from Lesotho for farms and construction companies in South Africa. Although returned Basotho laborers report complaints about their working conditions abroad, MOEL only filed complaints against and suspended the permits of these companies when the violation involved many reported victims or extreme violence. There were no such suspensions in 2014. Nonetheless, the government continued to institute its agreement with the South African Ministry of Labor to cooperate on dispute resolution and information sharing on labor issues. The government did not make efforts to reduce the demand for commercial sex or forced labor. The government did not report efforts to provide anti-trafficking training or guidance for its diplomatic personnel.

LIBERIA: Tier 2

Liberia is a source and destination country for men, women, and children subjected to forced labor and sex trafficking. Most trafficking victims originate from and are exploited within the country's borders, where they are subjected to domestic servitude, forced begging, sex trafficking, or forced labor in street vending, alluvial diamond mines, and on rubber plantations. Traffickers typically operate independently and are commonly family members who promise poorer relatives a better life for their children. Children sent to work as domestic servants for their wealthier relatives are vulnerable to forced labor or, to a lesser extent, sexual exploitation. Orphaned children remain susceptible to exploitation, including in street selling and prostitution. A small number of Liberian men, women, and children are subjected to human trafficking in other West African countries, including Cote d'Ivoire, Guinea, Sierra Leone, and Nigeria. Victims of transnational trafficking come to Liberia from neighboring West African countries, including Sierra Leone, Guinea, Cote d'Ivoire, and Nigeria, and are subjected to the same types of exploitation as internally trafficked victims. Women from Tunisia and Morocco have been subjected to sex trafficking in Liberia. During the reporting period, Liberian women were subjected to forced labor in Lebanon. Bribery at border stations, capacity issues, and generalized corruption within the judiciary continued to hamper trafficking investigations and prosecutions.

The Government of Liberia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, an outbreak of Ebola Virus Disease severely affected the country and overwhelmed the government's resources and capacity to address effectively a variety of issues, including trafficking in persons. The government did not prosecute or convict any trafficking offenders during the reporting period and failed to develop trafficking-specific protective services for victims. Additionally, despite the country's significant internal trafficking problem, the government did not identify any domestic trafficking victims during the reporting period and has yet to ever successfully convict a Liberian national for trafficking in persons. However, in March 2015, the government sent a high-level delegation to Lebanon to rescue 10 Liberian women subjected to domestic servitude and conducted an investigation to determine whether other Liberian women and girls are currently in similar circumstances. The government also continued to conduct several trainings and workshops for law enforcement and maintained public awareness-raising efforts.



RECOMMENDATIONS FOR LIBERIA:

Continue prosecuting trafficking offenses and convicting and punishing traffickers, with an increased focus on cases involving Liberian nationals; vigorously investigate, prosecute, and convict government officials complicit in trafficking offenses; provide additional training to law enforcement officials and magistrates on the application of the anti-trafficking law and differentiation of trafficking crimes from cases of human smuggling or kidnapping; implement and educate NGOs, law enforcement personnel, magistrates, and other relevant officials on the "Direct Assistance and Support to Trafficked Victims Standard Operating Procedures," so these officials learn proactively to identify and provide protective services to trafficking victims; establish and adequately fund a shelter specifically for trafficking victims; and increase efforts to educate the public about the dangers of human trafficking.

PROSECUTION

The government demonstrated a decrease in anti-trafficking law enforcement efforts. Liberia's 2005 Act to Ban Trafficking in Persons prohibits all forms of transnational and internal trafficking. It prescribes a minimum sentence of one year's imprisonment for the trafficking of adults and six years' imprisonment for the trafficking of children, but does not include a maximum sentence for the trafficking of adults. The prescribed penalties for the sex and labor trafficking of children are sufficiently stringent, but the prescribed penalties for sex and labor trafficking of adults are not, nor are they commensurate with those prescribed for other serious offenses, such as rape. The government reported three investigations, no prosecutions, and no convictions during the reporting period, which represented a decrease from six investigations, two prosecutions, and two convictions in the previous reporting period. One of the investigations, which involved 10 Liberian women who were allegedly subjected to labor trafficking in Lebanon by a Lebanese national, was pending at the close of the reporting period. In March 2015, the government sent a high-level delegation to Lebanon to rescue the women and continue the investigation in country. To date, the government has not convicted any Liberian trafficking offenders under Liberia's anti-trafficking law, despite the country's significant internal trafficking problem.

All section heads of the Liberia National Police (LNP) received basic training on how to report suspected trafficking cases to the Women and Children Protection Section (WACPS), which had the lead in investigating such crimes; however, LNP staff did not receive specialized training in investigating human trafficking crimes. WACPS continued to provide a mandatory three-week anti-trafficking training for all of its new officers. During the reporting period, the anti-trafficking taskforce conducted several trainings for 160 law enforcement and community leaders focused on the identification of victims and their traffickers; these workshops were jointly funded by the government and an international organization. Additionally, government officials conducted follow-up monitoring trips to determine the level of service delivery provided by the previously-trained law enforcement officers. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses.

PROTECTION

The government maintained modest efforts to identify and protect victims of human trafficking. It identified 10 trafficking victims, all of whom were adults subjected to forced labor; this is a decrease compared with the previous reporting period, during which the government identified 41 trafficking victims. In March 2015, the government rescued 10 Liberian women who were subjected to domestic servitude in Lebanon; the government repatriated the women, provided them with medical care and counseling, and placed them in a safe house. Despite the significant internal trafficking problem within the country, the government neither identified nor provided services to any internal trafficking victims during the reporting period. There remained no government-run shelters or safe homes specifically for trafficking victims in Liberia, and the government continued to rely heavily on NGOs and civil society groups to provide basic assistance and financial support to victims. Nonetheless, the government allocated the equivalent of approximately $15,000 toward victim protection and assistance in 2014 and additional funds in 2015 to rescue and rehabilitate victims from Lebanon. The government failed to implement fully its official standard operating procedures for trafficking victim support during the reporting period. The government provides legal alternatives to removal to countries in which victims would face retribution or hardship, such as temporary residency, on a case-by-case basis. The 2005 anti-trafficking act absolves victims from responsibility for unlawful acts committed as a result of being subjected to trafficking and there were no reports that victims were punished during the year.

PREVENTION

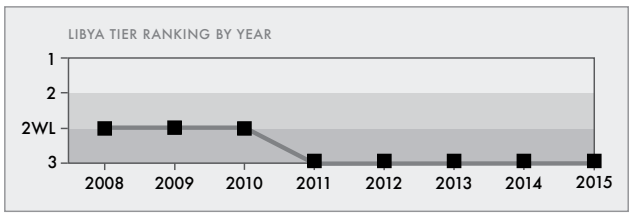
The government sustained modest efforts to prevent trafficking in persons. The government's anti-trafficking taskforce held monthly meetings and began implementation of the country's national action plan; however, there was no regular operating budget allocated to the taskforce, hindering the effective implementation of the plan. The Ministry of Labor continued to support anti-trafficking awareness campaigns through radio public service messages and billboards. During the reporting period, the government conducted training for law enforcement, community leaders, and civil society to raise public awareness on human trafficking. The government did not make any discernible efforts to reduce the demand for forced labor or commercial sex acts during the reporting period. The government provided anti-trafficking training or guidance for its diplomatic personnel.

LIBYA: Tier 3

Due to large-scale violence driven by militias, civil unrest, and increased lawlessness in Libya that worsened in 2014, accurate information on human trafficking became increasingly difficult to obtain—in part due to the withdrawal of most diplomatic missions, international organizations, and NGOs from the country. Trafficking victims or those vulnerable to trafficking, such as migrant workers, who remain in the country may be vulnerable to increased violence. In February 2015, the media reported 15,000 Egyptian migrant laborers had fled Libya following the beheadings of 21 Egyptian Coptic Christians by militants of the Islamic State of Iraq and the Levant.

Libya is a destination and transit country for men and women from sub-Saharan Africa and Asia subjected to forced labor and forced prostitution. Migrants seeking employment in Libya as laborers or domestic workers or who transit Libya *en route* to Europe are vulnerable to trafficking. In 2014, an international organization reported Syrian nationals temporarily residing in Sudan preferred to travel through Libya *en route* to Italy with the use of smugglers; these Syrians are at risk of trafficking. In February 2015, the media reported a Russian trafficking network brought hundreds of Bangladeshi nationals *via* Libya to Italy, where they subsequently endured forced labor. Prostitution rings reportedly subject sub-Saharan women to sex trafficking in brothels, particularly in southern Libya. Nigerian women are at heightened risk of being forced into prostitution, while Eritreans, Sudanese, and Somalis are at risk of being subjected to forced labor in Libya. Trafficking networks reaching into Libya from Niger, Nigeria, Chad, Eritrea, Somalia, Sudan, and other sub-Saharan states subject migrants to forced labor and forced prostitution following fraudulent recruitment, confiscation of identity and travel documents, withholding or nonpayment of wages, and debt bondage. One 2014 account indicated criminal groups recruited Sudanese migrants to Libya through false job offers and subsequently forced them to work in agriculture with little or no pay. Private employers in Libya mobilize detained migrants—from prisons and detention centers, including some under the control of the previous interim government—for forced labor on farms or construction sites; when the work is completed or the employers no longer require the migrants' labor, employers return them to detention. In previous years, migrants paid smuggling fees to reach Tripoli, often under false promises of employment or eventual transit to Europe. Once these victims crossed the Libyan border, they were sometimes abandoned in southern cities or even the desert, where they were susceptible to severe forms of abuse and human trafficking. Since 2013, numerous reports indicate militias and irregular armed groups, including some affiliated with the government, conscript Libyan children under the age of 18.

The Government of Libya does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so; therefore Libya is placed on Tier 3. The government's capacity to address human trafficking was significantly hindered during the reporting period as it struggled to consolidate control over its territory and counter militia and extremist violence. Courts in major cities throughout the country ceased to function in 2014, preventing efforts to investigate trafficking crimes or bring trafficking offenders to justice. The government did not identify or provide protection services to victims of trafficking, while authorities continued to punish victims for unlawful acts that were committed as a direct result of being subjected to human trafficking. As in previous years, the government did not address reports of detained foreign migrants being sold into forced labor with the complicity of prison and detention center guards. It failed to prevent and provide protection to children under the age of 18 who were recruited and used by militia groups, some of which are affiliated with the government.



RECOMMENDATIONS FOR LIBYA:

Ensure children are not used and recruited into government and government-affiliated armed forces, and protect children who were recruited into these forces; build law enforcement capacity to investigate, prosecute, and convict trafficking offenders, including officials who are complicit in human trafficking and the recruitment of child soldiers; enact legislation that prohibits all forms of human trafficking; protect detained migrants from being sold into forced labor, and develop and implement standard procedures on identifying trafficking victims and providing victims with protection; ensure trafficking victims are not punished for unlawful acts committed as a direct result of being subjected to human trafficking, such as immigration or prostitution violations; provide anti-trafficking training to law enforcement and judicial officials; and undertake an information campaign to raise public awareness about forced labor and sex trafficking.

PROSECUTION

The government did not conduct anti-trafficking law enforcement efforts. Libyan law does not prohibit all forms of human trafficking. Articles in the penal code prohibit trafficking of women for the purposes of prostitution, sexual exploitation, and slavery, and child sex trafficking; however, the articles do not address forced labor, nor are they applicable to men. Though draft amendments to Articles 336-339 of the criminal code would criminalize trafficking in persons, the amendments remained pending since first drafted in 2010. The judicial system was not functioning in 2014 due to militia and extremist violence. Though the Ministry of Interior was nominally responsible for anti-trafficking law enforcement efforts, it was unable to carry out any operations, including those against trafficking, during the majority of the reporting period. Therefore, the government did not investigate, prosecute, or convict any trafficking offenders. Despite allegations of complicity, the government did not report any investigations, prosecutions, or convictions of government officials complicit in trafficking offenses. As in the previous reporting period, the government did not investigate or punish prison officials and detention camp guards who allowed private employers to force detained migrants to work on farms or construction sites. The government did not take efforts to investigate or punish government-aligned militias or other armed groups that recruited and used child soldiers. The government did not provide anti-trafficking training for officials.

PROTECTION

The government did not identify or provide protection to trafficking victims. The government did not have any policy structures, institutional capacity, or resources for the provision of protective services to trafficking victims. The government did not proactively identify trafficking victims among vulnerable groups, such as foreign migrants, street children, and women and girls in prostitution. It also failed to take measures to protect children recruited by militia groups, some of which were aligned with the government, as well as children recruited by informal military units. The government did not protect trafficking victims from punishment for unlawful acts committed as a direct result of being subjected to human trafficking; trafficking victims were frequently treated as illegal migrants and subjected to detention, punishment, and deportation for various offenses, including prostitution and illegally working and residing in Libya. Furthermore, authorities made no effort to protect detained foreign migrants, who continued to be sold into forced labor by private employers on farms and construction sites. The government did not encourage victims to participate in the

investigation and prosecution of trafficking offenders. It did not provide foreign trafficking victims with legal alternatives to their removal to countries where they faced hardship or retribution.

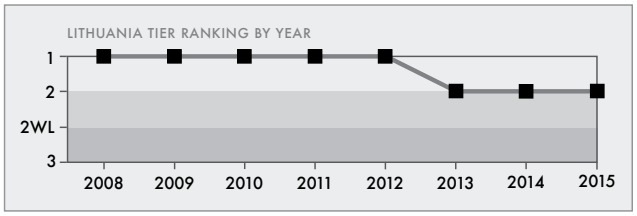
PREVENTION

The government lacked the institutional capacity and resources to prevent human trafficking, and it did not display the political will to prioritize such efforts. The government did not have a national coordinating body responsible for combating human trafficking. The government did not conduct any public anti-trafficking awareness campaigns, nor did it take actions to reduce demand for commercial sex acts or forced labor or to prevent child sex tourism. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. While ministerial regulations prohibited the recruitment and use of child soldiers, the government took no steps to prevent the recruitment and use of children by militia groups and affiliated armed groups operating throughout the country.

LITHUANIA: Tier 2

Lithuania is a source, transit, and destination country for women and girls subjected to sex trafficking, as well as a source and destination country for men subjected to labor trafficking. Observers estimate 40 percent of identified Lithuanian trafficking victims are women and girls subjected to sex trafficking within the country. Lithuanian women are also trafficking victims in Western Europe and Sweden. Lithuanian children and adults are increasingly forced to engage in criminal activities, such as shoplifting, theft, and drug-selling, in Nordic countries and Western Europe. Some Lithuanian men are subjected to forced labor in the United Kingdom and the United States, including in agriculture. Men from Bulgaria may be subjected to labor trafficking in Lithuania. The approximately 4,000 boys and girls institutionalized in state-run orphanages are especially vulnerable. Officials of several orphanages are allegedly complicit or willfully negligent to the sex trafficking of girls and boys under their care.

The Government of Lithuania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the legislature strengthened its criminal code, and the Supreme Court intervened to protect victims and advocate for appropriate punishments for convicted traffickers. Authorities initiated more prosecutions and convicted more traffickers than in the previous year. Authorities launched investigations into child sex trafficking rings operating in state-run orphanages, amid reports of children subjected to trafficking or vulnerable to trafficking by complicit officials in the orphanages. Investigators, police, prosecutors, and judges did not receive sufficient training to more consistently apply the anti-trafficking statute or to treat victims appropriately. Victim protection lagged, as public funding for care providers did not sufficiently cover victim assistance costs. Authorities did not proactively identify victims among vulnerable populations or consistently refer them to care. The government lacked a formal inter-ministerial body to coordinate whole-of-government efforts and a methodical system to deliver specialized care to child victims.



RECOMMENDATIONS FOR LITHUANIA:

Provide effective training for all police officers on the identification, referral, and appropriate treatment of victims, including by integrating an anti-trafficking module into the basic training for the police; sustainably fund NGOs to provide victim protection; prevent the sex trafficking of children institutionalized in state-run orphanages, including through the prosecution of complicit or negligent orphanage authorities; improve training of investigators and prosecutors on building trafficking cases and working with victim witnesses; improve judicial understanding of trafficking and sensitivity toward victims of sex trafficking; vigorously investigate and prosecute trafficking offenses, including labor trafficking offenses; provide all victims access to shelter and trafficking-specific assistance, particularly adult and male child victims; intensify efforts to identify victims proactively, particularly victims of labor trafficking and children in prostitution; and convene a formal inter-ministerial committee to coordinate whole-of-government anti-trafficking efforts.

PROSECUTION

The government demonstrated progress in law enforcement efforts. Lithuania prohibits all forms of trafficking through Articles 147 and 157 of its criminal code, which prescribe penalties ranging from two to 12 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. In 2014, the legislature amended Articles 307 and 308, which criminalize gaining profit from or involving a person in prostitution; these amendments increased the prescribed penalties and removed a provision that had permitted judges to consider whether children had consented to being prostituted, since Article 157, as well as international law, classify the prostitution of children, without regard to "consent," as trafficking in persons.

Lithuanian authorities initiated investigations of 24 cases in 2014, compared to 23 in 2013. Authorities initiated prosecutions of 40 defendants, an increase from 18 in 2013. The government convicted 18 traffickers under Articles 147 and 157, compared with 11 in 2013. All but one trafficker convicted in 2014 were sentenced to time in prison, with terms ranging from 18 months to seven-and-a-half years' imprisonment. The government collaborated with foreign counterparts in two international trafficking investigations. In March 2015, prosecutors announced an investigation into the director of an orphanage who had allegedly operated a sex trafficking ring inside the institution, offering young boys to pedophiles. In January 2015, prosecutors announced the investigation of a state-run residential institution for children with special needs; allegedly, teenage residents had been subjecting girl residents to sex trafficking. In the latter case, the orphanage's director defended her institution by saying such activity is common at all Lithuanian orphanages.

The government did not include trafficking information in basic training for police cadets, though authorities did provide or

co-sponsor *ad hoc* trainings attended by 130 law enforcement officials. The national police force designated eight officers to lead trafficking investigations, and the General Prosecutor's Office designated six prosecutors. Observers reported shortcomings in police recognition of trafficking victims among individuals in prostitution, and investigators and prosecutors were reportedly reliant on victims' testimony to prove a trafficking case. Observers also noted shortcomings in police ability and willingness to work with trafficking victims, as traumatized victims required more time and patience on the part of law enforcement to build a case. Law enforcement and service providers did not consistently coordinate effectively, further hampering investigations requiring victim testimony. Observers reported concerns with judicial understanding of human trafficking. The government made efforts to sensitize judges to the victimization of children exploited in prostitution. In 2014, the Supreme Court ruled that a lower court must re-evaluate sentences issued to two men convicted of subjecting three 14- and 15-year-old girls to sex trafficking; the lower-court judge sentenced the men to 150 hours of community service and made a derogatory comment about the victims' appearance.

PROTECTION

The government demonstrated some efforts to assist victims. Lithuanian courts officially identified 30 trafficking victims, compared with 15 in 2013. Authorities identified 47 potential victims from investigations started in 2014, the same as in 2013. NGOs receiving a mix of public and private funding provided support to 133 trafficking victims and at-risk individuals in 2014, compared to 129 individuals in 2013. Although the government had official procedures to identify trafficking victims among vulnerable populations—such as women in prostitution, street children, and undocumented migrants—observers reported these procedures were not effective in practice. Observers also reported authorities did not consistently refer identified victims to care facilities for assistance in all parts of the country. The central government provided NGOs 149,400 litas ($50,900) for victim assistance programs, the same amount as the previous year. However, experts reported NGOs needed to resort to private funding to prevent a reduction in their victim care activities. Government-funded NGOs offered female trafficking victims shelter, medical and psychological assistance, and legal aid. Government-funded men's crisis centers had the capacity to provide assistance, to include finding shelter, though not all police officers were aware of this service. The government did not ensure the provision of specialized care for child trafficking victims, as authorities placed child victims in foster homes and mixed-use shelters.

The government offered foreign victims of trafficking a 30-day reflection period to decide whether to cooperate with law enforcement. Foreign victims cooperating with law enforcement could receive temporary residency. Authorities did not identify any foreign victims in 2014. Lithuanian law permits authorities to use video conferencing and other technologies in the courtroom, which could be used to prevent re-traumatization of trafficking victims, but courts still had limited technical capabilities. The government provided legal representation to victims; however, observers reported the attorneys were not trained on trafficking issues and frequently lost victims' civil cases in court. The government took steps to prevent victims from being punished for crimes committed as a direct result of their being subjected to trafficking. In one case, the Supreme Court exonerated a child trafficking victim who had been prosecuted for using illegal drugs with his traffickers while waiting for a planned police raid.

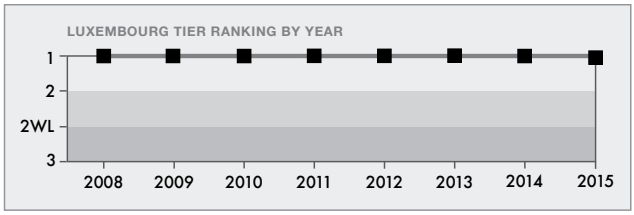
PREVENTION

The government continued some prevention efforts. The government continued to lack an official interagency task force to coordinate whole-of-government efforts, including developing and adequately funding prevention activities. However, a working group established by the General Prosecutor's Office met five times during the year to develop standards to identify victims and best practices for investigations. Government action to prevent the sex trafficking of boys and girls in orphanages was limited, though in March the Ministry of Social Affairs announced a plan to deinstitutionalize children in protective custody. The government sponsored informational seminars for social workers and presentations at institutions providing social services, such as foster homes and high schools. The police advertised and managed an e-mail account that the public could use to report potential human trafficking situations and ask for advice; the police received approximately 50 messages during the reporting period. The government provided anti-trafficking training or guidance for its diplomatic personnel. The Lithuanian government made some efforts to reduce the demand for commercial sex.

LUXEMBOURG: Tier 1

Luxembourg is a destination country for men, women, and children subjected to sex trafficking and forced labor. Victims of sex trafficking from Europe, Africa, Asia, and South America are exploited in prostitution in cabarets, private apartments, and on the street. Forced labor, sometimes involving Chinese or Eastern or Southern European men, women, and children, occurs in various sectors, including restaurants and construction. Traffickers reportedly transport an unknown number of Romani children from neighboring countries for forced begging in Luxembourg. Groups vulnerable to trafficking include migrant workers in domestic work, catering, construction, and begging, as well as unaccompanied foreign children, and people in Luxembourg's legal and illegal sex trade. Several police officers have been accused of pimping crimes in recent years.

The Government of Luxembourg fully complies with the minimum standards for the elimination of trafficking. The government strengthened regulations related to victim assistance, increased awareness raising and prevention efforts, and funded anti-trafficking training. However, authorities continued to issue short and suspended sentences to traffickers and did not formalize a national referral mechanism on identification of, and provision of assistance to, trafficking victims.



RECOMMENDATIONS FOR LUXEMBOURG:

Vigorously prosecute, convict, and sentence labor and sex traffickers, including complicit officials, with sufficiently stringent

prison sentences; finalize the national referral mechanism to guide front-line responders in how to proactively identify all types of trafficking victims and refer them to available services and protection; revise the trafficking law, including Art. 382-1, to clarify that force, fraud, or coercion are core elements of the crime of trafficking of adults; train law enforcement that subjecting a child to prostitution constitutes a trafficking offense; implement the planned national campaign to raise awareness of forced labor, sex trafficking, and the demand for human trafficking; establish a hotline with operators trained to assist victims; allow non-EU trafficking victims access to Luxembourg's labor market; provide adequate resources to law enforcement and government officials to proactively assist victims and identify labor and sex trafficking cases; and work collaboratively with the national rapporteur to critically assess efforts and make recommendations to improve the government's response to human trafficking.

PROSECUTION

The government demonstrated progress in holding traffickers accountable with prison time. Luxembourg prohibits all forms of both sex and labor trafficking through Articles 382-1 and 382-2 of the criminal code, although Article 382-1 is overly broad and could be used to prosecute non-trafficking cases, as force, fraud, and coercion are aggravating factors that increase penalties rather than a means to commit the offense. In April 2014, the government passed legislation that explicitly prohibits forced begging and the sale of children. The prescribed penalties for trafficking offenses range from three to 10 years' imprisonment for adult trafficking and 10 to 20 years' imprisonment for child trafficking. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape.

Luxembourg City's vice squad unit consisted of skilled officers but was small in size, covered a variety of crimes in addition to human trafficking, and continued to lack resources. During the reporting period, authorities launched 10 investigations, seven for sex trafficking and three for labor trafficking, while initiating prosecutions of four new sex trafficking and two new labor cases. Three ongoing cases with a total of nine defendants were ready for trial as of April 2015. The government convicted five sex traffickers in 2014, the same number as in 2013. Four offenders received sentences from 24 to 36 months' imprisonment, with 12 to 24 months' suspended and fines. One offender received 36 months' imprisonment with no suspended sentence. While convicted traffickers continued to receive suspended sentences, all the traffickers spent some time in prison, improving deterrence of trafficking offenses. Authorities convicted three police officers for pimping in connection with a 2012 trafficking case and prescribed penalties of between six months' and 12 months' suspended sentences and fines ranging from 1,500 to 2,000 euro ($1,610 to 2,150). The officers were banned from public service for five years. The government funded an NGO-led training on identifying and assisting trafficking victims for police, immigration officers, and other government officials, and also funded five judges and prosecutors to participate in anti-trafficking training at a foreign magistrate's school.

PROTECTION

The government demonstrated some progress in the protection of trafficking victims. Authorities identified 11 sex and labor trafficking victims—including 10 adults and one child—in 2014 compared with 14 victims identified in 2013. Authorities began drafting a formal national referral mechanism for all front-line responders, including labor inspectors, immigration officials, health workers, child welfare officials, and others in how to identify proactively all types of trafficking victims and refer them to available services. A grand ducal decree issued in 2014 specifies when trafficking victim assistance is available and the types of assistance to which victims are entitled; it also establishes an official mandate for NGOs to assist victims. The government provided shelter and other services to 10 of the 11 identified victims during the reporting period—four female sex trafficking victims and six male labor trafficking victims. The government had policies in place to encourage trafficking victims to assist in the prosecution of trafficking offenders, including legal alternatives to removal to countries in which victims would face retribution or hardship. Trafficking victims were entitled to a 90-day reflection period to decide whether they wanted to testify, during which EU citizens could work. Upon expiration of the reflection period, the government could issue a foreign victim either temporary or permanent residence status, depending upon the victim's willingness to cooperate with law enforcement and whether the victim was an EU or non-EU national. The government provided five trafficking victims with temporary residence permits in 2014 and 2015 and long-term residency for one victim from a previous year. There were no reports authorities penalized victims for unlawful acts committed as a direct result of being subjected to human trafficking.

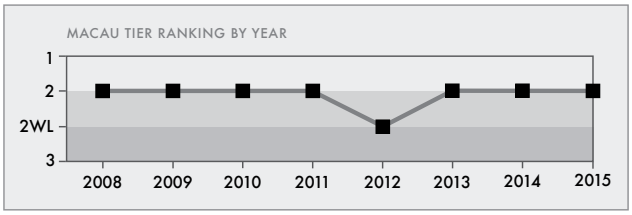
PREVENTION

The government increased anti-trafficking prevention efforts. Since 2008, Luxembourg has lacked a national anti-trafficking awareness campaign; however, the government announced and committed funds to implement a campaign in 2015. Authorities published a brochure, which defined and described the types of trafficking, indicators to identify victims, and provided contact information to report suspected trafficking. The government's inter-ministerial trafficking coordinating committee met five times during the reporting period. The new national rapporteur on trafficking in persons compiled a non-public report to the European Commission. The government reported drafting a national action plan to combat trafficking in persons. Authorities did not undertake any measures to reduce demand for commercial sex acts or forced labor in 2014. The government provided anti-trafficking training or guidance for its diplomatic personnel.

MACAU: Tier 2

The Macau Special Administrative Region (MSAR) of the People's Republic of China is primarily a destination and, to a much lesser extent, a source territory for women and children subjected to sex trafficking and forced labor. Sex trafficking victims originate primarily from mainland China; many are from inland Chinese provinces and travel to the border province of Guangdong in search of better employment. Some are from Mongolia, Vietnam, Ukraine, Russia, and Tanzania. Many trafficking victims fall prey to false advertisements for jobs, including in casinos in Macau, but upon arrival are forced or coerced into prostitution. Victims are sometimes confined in massage parlors and illegal brothels, where they are closely monitored, threatened with violence, forced to work long hours, and have their identity documents confiscated. Chinese, Russian, and Thai criminal syndicates are believed to be involved in recruiting women for Macau's commercial sex industry. Children are reportedly subjected to sex trafficking on the premises of casinos in Macau.

Macau authorities do not fully comply with the minimum standards for the elimination of trafficking; however, they are making significant efforts to do so. Authorities convicted six traffickers and continued to build judicial and prosecutorial capacity by training officials. Authorities, however, did not identify any labor trafficking victims and identified only five sex trafficking victims, compared with 30 in 2013.



RECOMMENDATIONS FOR MACAU:

Increase efforts to investigate, prosecute, and convict sex and labor traffickers; continue to improve and consistently implement proactive victim identification methods, especially among vulnerable populations such as migrant workers and children in prostitution in casinos; continue to educate law enforcement and other officials and the public on forced labor and sex trafficking; conduct sex trafficking awareness campaigns so that visitors in Macau understand soliciting or engaging in prostitution with children is a crime; and conduct a survey of the migrant labor population in Macau in order to identify its vulnerability to trafficking.

PROSECUTION

Authorities sustained anti-trafficking law enforcement efforts during the reporting period. Macau's anti-trafficking law, Law Number 6/2008, housed within the Penal Code, prohibits all forms of trafficking in persons and prescribes penalties of three to 15 years' imprisonment, punishments which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Law enforcement and judicial capacity constraints continued to remain as major challenges in addressing trafficking crimes.

Authorities conducted investigations of five sex trafficking cases, a decrease from 34 investigations in 2013. Prosecutors initiated three sex trafficking prosecutions, the same as in 2013, involving an unknown number of defendants. One case involving one defendant was tried under Macau's anti-trafficking law but was subsequently dismissed; three other cases—including one from a previous year—remained pending in court. Authorities convicted six traffickers from prosecutions initiated in previous years, an increase from zero in 2013. The traffickers received sentences ranging from 1.5 to five years' imprisonment. Prosecutors continued to use the "procuring of prostitution" provision for many cases with elements of trafficking. This crime has simpler evidentiary standards but carries lighter penalties than the trafficking law. Authorities reported pursuing three investigations regarding fraudulent employment offers, but the trafficking nexus was not made clear. For the 10th consecutive year, authorities did not report any prosecutions or convictions for labor trafficking.

In addition to providing standard trafficking awareness training to all judiciary police and public security police officers, authorities organized and attended numerous anti-trafficking trainings during the year. Macau's anti-trafficking committee continued to host seminars on forced labor and victim identification for inspectors and law enforcement personnel. In October 2014, judges, prosecutors, lawyers, and other legal experts received training on human trafficking at the Legal and Judiciary Training Center. Authorities reported cooperating with mainland Chinese and Hong Kong authorities on anti-trafficking efforts through intelligence exchanges and joint investigations. Authorities did not report any investigations, prosecutions, or convictions of government employees for complicity in human trafficking offenses.

PROTECTION

Authorities demonstrated decreased efforts to protect trafficking victims. Authorities identified five victims of forced prostitution, a sharp decline from 38 in 2013, in which 24 were children victims. Four victims were from mainland China and one was from Tanzania—the first time authorities identified a victim in Macau from outside of Eurasia. Authorities failed to identify victims of forced labor in 2014. The Social Welfare Bureau (SWB) reported assisting and offering shelter to all identified victims in cooperation with local NGOs. Authorities designated 21 beds for female trafficking victims at a shelter managed by the SWB. Macau authorities decreased funding to 1.8 million pataca ($230,000) from 3 million pataca ($375,000), to fund and support trafficking victim protection measures. Authorities continued inspections for labor trafficking and reported identifying 108 potential victims to fill out questionnaires; this did not lead to formal investigations, protections, or assistance for victims. The SWB continued to operate a shelter for male victims, though authorities did not report any male victims during the reporting period. Authorities had a formal victim identification process, operational referral process, and standardized screening questionnaire that guided law enforcement, immigration, and social services personnel. Authorities sustained an existing partnership with local NGOs to provide interpreters to assist in interviewing foreign trafficking victims and to operate a 24-hour general hotline that could be used by trafficking victims. Authorities encouraged victims to assist in the investigation and prosecution of trafficking crimes by providing temporary shelter and assistance, but reported difficulty persuading victims to cooperate. Authorities had a policy of offering foreign crime victims legal alternatives to removal to countries in which they would face retribution or hardship; however, no trafficking victims were known to have sought this immigration relief. The legal system allows for civil remedies, but no victim was known to have pursued this option in 2014.

PREVENTION

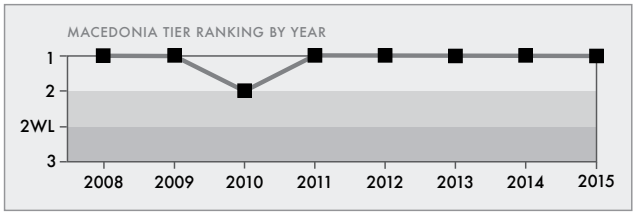
Authorities sustained efforts to prevent forced labor and sex trafficking. The Labor Affairs Bureau (LAB) and law enforcement agencies continued to disseminate thousands of leaflets, pamphlets, video clips, and posters to raise awareness of labor trafficking. LAB continued a trafficking awareness education project in high schools, holding 33 workshops in 2014. Macau continued to implement a revised policy that foreign workers who are fired or quit a job are exempt from waiting six months before obtaining a new job; this waiting period previously made migrants vulnerable to forced labor. The authorities received 1,997 labor-related complaints but reported no potential trafficking cases among them. Authorities did not report how many people benefited from this amended provision. In an attempt to reduce demand for commercial sex acts, law enforcement authorities continued to combat the distribution of prostitution-related advertisements and increased the number of inspections of illegal brothels. These efforts, however, did not appear to significantly reduce demand for prostitution in casinos,

night clubs, saunas, and other areas known for such activities. Authorities did not report any investigations or prosecutions for child sex tourism.

MACEDONIA: Tier 1

Macedonia is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Macedonian women and girls are subjected to sex trafficking and forced labor within the country in restaurants, bars, and nightclubs. Children, primarily Roma, are subjected by relatives to forced begging and sexual exploitation through forced marriages. Foreign victims subjected to sex trafficking in Macedonia typically originate from Eastern Europe, particularly Albania, Bosnia and Herzegovina, Kosovo, Romania, Serbia, and Ukraine. Macedonian citizens are subjected to sex trafficking and forced labor in construction and agricultural sectors in Southern, Central, and Western Europe. Traffickers frequently use a portion of the proceeds from exploiting victims to bribe police and labor inspectors. Police have been investigated and convicted for complicity in human trafficking.

The Government of Macedonia fully complies with the minimum standards for the elimination of trafficking. The government investigated seven police officers for complicity in trafficking crimes and prosecuted and convicted four. The government decreased total prosecutions and convicted the fewest number of traffickers in five years. The government increased funding for victim assistance and identified the first forced begging victim but identified fewer total victims compared with 2013. The government continued to screen children engaged in street selling and begging for trafficking and operated mobile outreach teams with NGOs to identify and refer victims. The government did not offer specialized services for male victims, and victims had difficulty accessing compensation. Training for law enforcement and other officials was *ad hoc* and supported by outside funding.



RECOMMENDATIONS FOR MACEDONIA:

Vigorously investigate, prosecute, and convict traffickers, including complicit officials; train law enforcement, judges, and prosecutors on a victim-centered approach; regularly train law enforcement officials, labor inspectors, and other officials on proactively identifying trafficking victims, particularly among child beggars, irregular migrants, and asylum seekers; provide accommodation to foreign trafficking victims in safe and appropriately rehabilitative settings and allow victims to leave shelters at will; provide specialized services for male trafficking victims; improve compensation mechanisms for victims and inform them of their right to seek restitution; adequately protect victims and witnesses to prevent intimidation and re-traumatization during court proceedings; raise public awareness of labor trafficking and forced begging.

PROSECUTION

The government decreased law enforcement efforts. The government prohibits all forms of trafficking, including forced begging and forced criminality, in Articles 418(a) and (d) of its criminal code, which prescribe a minimum penalty of four years' imprisonment for trafficking of adults and eight years' imprisonment for trafficking of children. This is sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. In February 2014, the government added Article 191(a) on child prostitution, which enables the prosecution of an individual who involves a child aged 14 to 17 in prostitution and prescribes a minimum penalty of four years' imprisonment. The passage of this offense could enable prosecutors to convict traffickers of this lesser offense rather than the offense of child sex trafficking, which carries greater penalties. In 2014, the government opened three new investigations involving three suspects, compared with one investigation involving one suspect in 2013; two investigations involved sex trafficking and one involved forced begging. The government initiated prosecutions against five alleged traffickers, compared with seven in 2013. In 2014, courts convicted only two traffickers, the lowest number of convictions since 2009. One trafficker was sentenced to two years' imprisonment for labor trafficking. The other trafficker was sentenced to 13 years' imprisonment for organizing a criminal group to commit smuggling or trafficking crimes and for child trafficking for forced marriages, some of which may have involved forced labor. Some police and labor inspectors reportedly accepted bribes related to trafficking crimes. A police officer prosecuted in 2013 for organizing a criminal group for migrant smuggling and human trafficking was convicted in September 2014 and sentenced to one-and-a-half years in prison. The government investigated seven police officers in 2014 for suspected involvement in organizations engaged in trafficking. Four officers were prosecuted and convicted and three remained under investigation at the end of the reporting period.

PROTECTION

The government demonstrated mixed progress on victim protection. The government formally identified seven victims in 2014, a decrease from 15 in 2013. Six victims were minors, and one was an adult male. Three victims were subjected to sex trafficking, three to sexual and labor exploitation through forced marriages, and one to forced begging. The adult male victim was the first victim of forced begging identified by the government. The government referred four Macedonian victims to a shelter for domestic trafficking victims and one foreign victim to a holding center for irregular migrants, which offered separate facilities for foreign trafficking victims. Both facilities were jointly run by the government and NGOs and could house male, female, and child victims. The domestic shelter allowed victims freedom of movement, but foreign victims could not leave the migrant facility until they were granted a temporary residence permit. Observers reported the migrant facility was overcrowded and unsanitary. The government and NGOs assisted 74 potential victims during the reporting period, 54 of whom stayed at the domestic shelter and 20 at the migrant facility. Police officers, labor inspectors, social workers, and NGOs used a national referral mechanism to refer potential victims and received training on victim identification. NGOs reported the referral process was effective. The government operated six joint mobile units in collaboration with NGOs that identified and referred victims.

The government spent approximately 9 million denars ($183,000) on victim protection and assistance in 2014, compared with 5 million denars ($102,000) in 2013. Approximately 6 million denars ($122,000) went to the migrant facility that housed potential foreign victims of trafficking, 663,036 denars ($13,500) to the domestic victims' shelter, and 1.5 million denars ($30,500) to five NGOs providing victim assistance. NGOs relied on private funding to support victims' daily activities at the shelters. Foreign and domestic victims were entitled to accommodation, psychological and medical assistance, and legal representation. Domestic victims could receive reintegration support, including education and job placement, offered by 30 government-run social welfare centers in collaboration with NGOs. Specialized assistance was not available for male victims. The law permitted foreign victims a two-month reflection period to decide whether to testify against their traffickers and a six-month temporary residence permit thereafter, regardless of whether they chose to testify; the government granted one victim a residence permit in 2014, compared with two in 2013. Social workers and police identified 33 potential forced labor victims among predominately Romani children engaged in street begging and street vending; the government placed them in daycare centers and orphanages and warned, fined, or jailed their parents. NGOs reported a lack of sensitivity toward victim witnesses by law enforcement, including unnecessary repeated interviews during investigations and prosecutions. All victims identified in 2014 testified against traffickers. While victims can claim restitution through civil proceedings, no victims have ever successfully completed a claim due to the complexity of the legal process. There were no reports of trafficking victims being penalized for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

The government maintained prevention efforts. The national anti-trafficking commission, comprising nine government agencies, seven international organizations, and seven NGOs, met regularly to coordinate the government's anti-trafficking efforts and implement the 2013-2016 national action plan. The government allocated 23.5 million denars ($478,000) in 2014 for implementation of the national action plan over a four-year period. The national committee and labor ministry developed new indicators to improve identification of labor trafficking victims. The government and NGOs conducted seminars for Romani students, teachers, and NGOs on the risks of forced marriages of minors. The government established a third local anti-trafficking committee in Shtip to coordinate local awareness, prevention, and protection activities, in addition to the two established in Bitola and Tetovo in 2013. The government, in coordination with NGOs, organized trafficking presentations and workshops in elementary and high schools and universities. The government continued a television campaign to reduce client demand for sex and labor trafficking. The government provided diplomats basic training on human trafficking and distributed in its protocol section a handbook on preventing trafficking for domestic servitude in diplomatic households. The government investigated allegations that the former Macedonian ambassador to Doha failed to pay his Indian driver and restricted his movement.

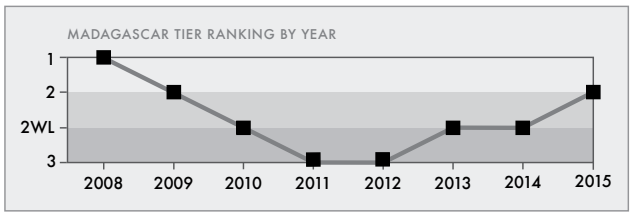
MADAGASCAR: Tier 2

Madagascar is a source country for men, women, and children subjected to forced labor and women and children subjected to sex trafficking. Malagasy children, mostly from rural areas, are subjected to prostitution, domestic servitude, and forced labor in mining, fishing, and agriculture within the country. Most child sex trafficking occurs with the involvement of family members, but friends, transport operators, tour guides, and hotel workers also facilitate the trafficking of children. Informal employment agencies recruit child domestic workers who are subsequently subjected to forced labor. Some children are fraudulently recruited for work in the capital as waitresses, maids, and masseuses before being exploited in prostitution. Government officials, NGOs, and international observers report child sexual exploitation continues to be widespread in the coastal cities of Toamasina, Toliara, Antsiranana, Nosy Be, Mahajanga, and Fort-Dauphin—top tourist destinations. Over the past three years, prostitution of boys has emerged as a growing problem. Child prostitution is prevalent, particularly around the formal and informal mining sites of Toamasina and Illakaka, respectively. Malagasy men are the main clients of prostituted children, while most child sex tourists are French and Italian nationals, with some reports of sexual exploitation of children by other Western nationals and Comorans.

It is estimated that thousands of Malagasy women are employed as domestic workers in Lebanon, Kuwait, and Saudi Arabia; a smaller number of workers seek employment in Jordan, Mauritius, and Seychelles. Many of the women migrating are illiterate single mothers from rural areas and vulnerable to deception and abuse by recruitment agencies and employers. Trafficking victims returning from Gulf countries report various forms of abuse and exploitation. Reports suggest Malagasy men in the Middle East also endure exploitation through forced labor in the service and construction sectors. Malagasy women continue to be sent to China with falsified identity cards and exploited in forced labor and sold as brides. Malagasy men have been subjected to forced labor aboard Chinese-flagged fishing vessels in South Africa's territorial waters. NGOs report government officials' complicity in obtaining falsified national identity cards, which facilitates the sexual exploitation of children for commercial sex in Madagascar and the domestic servitude of Malagasy women abroad. Reports indicate public officials purchase sexual services from children in Antananarivo and Nosy Be, primarily in child sex tourism destinations. Police allegedly encourage financial arrangements between victims and their offenders, rather than pursuing charges, which perpetuates impunity.

The Government of Madagascar does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. It adopted a five-year national action plan and established a National Bureau to Combat Human Trafficking, a new coordinating structure that it pledged to support with staff and a budget. The government also passed a new comprehensive anti-trafficking law, and prosecutors secured the first three convictions under the new law in the two months following its promulgation. The government also secured its first three labor trafficking convictions under the 2007 anti-trafficking act, bringing the total number of trafficking convictions during the reporting period to six. Overall, authorities investigated 187 cases of sexual exploitation of children, an increase from the 68 trafficking cases the previous year. The government continued to lack formal procedures to proactively identify trafficking victims among vulnerable populations and did not systematically provide services or refer victims to NGOs for care. The government made efforts to work with transit countries to prevent labor trafficking, but it failed to make headway with destination country governments

on protection and legal remedies for exploited Malagasy workers. There were reports that officials were complicit in trafficking, though the government did not investigate or prosecute officials allegedly responsible for these offenses. Nonetheless, one high-ranking official, who had been criticized for failing to protect trafficking victims and suspected of corruption, was removed from his position.



RECOMMENDATIONS FOR MADAGASCAR:

Implement the new anti-trafficking legislation to investigate and prosecute all trafficking offenses; provide adequate funding to the National Bureau to Combat Trafficking and promote coordination between the bureau, NGOs, and international partners; increase efforts to raise public awareness of labor trafficking, including the labor trafficking of adults; develop formal procedures for and provide training to officials on how to adequately identify victims, investigate cases, and refer victims to appropriate services; monitor and regulate recruitment agencies and bolster consular services in the Middle East; work with destination country governments to guarantee protections for Malagasy domestic workers and jointly address cases of abuse; improve data collection on law enforcement efforts to combat trafficking, including the number of victims identified, cases investigated and prosecuted, and the number of convictions of trafficking offenders with those governments; and vigorously investigate and prosecute government officials suspected of complicity and seek convictions and adequate punishments.

PROSECUTION

The government demonstrated some progress in anti-trafficking law enforcement efforts. In December 2014, the National Assembly passed updated anti-trafficking legislation—Law No. 2014-040—broadening the scope of the previous legislation to cover sexual exploitation, labor trafficking, forced labor, forced begging, and debt bondage. The new law imposes stringent penalties for trafficking offenses, ranging from two to five years of imprisonment and a 1-10 million ariary ($385-3,850) fine, and stiffer penalties of five to ten years of imprisonment and fines ranging from 2-10 million ariary ($ 770-3,850) for trafficking crimes committed against children. The new legislation complements the previous Anti-Trafficking Law No.2007-038, which prescribes punishments for sex trafficking, ranging from two years' to life imprisonment, which is sufficiently stringent and commensurate with those prescribed for other serious crimes such as rape.

During the reporting period, the National Police's Morals and Minors Brigade investigated 187 cases of sexual exploitation of children between the ages of 5 and 18, some of which may have included trafficking, an increase from the 68 trafficking cases investigated the year prior. Fifteen cases of labor trafficking were prosecuted. In one case, the government prosecuted 11 alleged traffickers for the illicit recruitment of migrant workers; three were convicted of trafficking offenses under Law 2007-038 but sentenced only to two-year suspended prison sentences and fines of 1 million ariary ($385), which is an inadequate deterrent for traffickers. The government prosecuted seven other suspected traffickers under the new 2014 anti-trafficking law and obtained three convictions. There were six convictions reported for the year. Total national statistics on prosecutions and convictions remained difficult to track, due to a lack of coordination between law enforcement and the courts and poor record keeping; therefore, there may have been additional prosecutions and convictions. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses, despite widespread corruption and allegations of complicity.

PROTECTION

The government sustained efforts to protect victims. It continued to lack formal procedures to proactively identify trafficking victims among vulnerable populations and did not systematically provide services or refer victims for care. The Ministry of Population and Social Affairs, in collaboration with an international organization, continued to coordinate approximately 450 child protection networks across the country. These networks are mandated to protect children from various forms of abuse and exploitation, as well as ensure access to medical and psychosocial services for victims. However, the care was at times inadequate, the standard of care was uneven from one region to another, and it remained unclear if some of the networks provided services to trafficking victims during the reporting year. Officials continued to operate and fund the Manjary Soa Center in Antananarivo, which removed 35 child victims from situations of exploitative labor and sex trafficking. The center provided medical care and, based on the ages of the victims, either reintegrated them into the public school system or provided vocational training. On March 4, with support from an international organization, the Vonjy Center was launched at the Befalatana public hospital in the capital as part of an integrated approach to victim care, designed to address the needs of victims of sexual violence including trafficking victims. With medical providers, social workers, and two elements of the minors brigade permanently posted under one roof, this assistance center is designed to address the needs of victims of sexual violence, including trafficking victims. There were no reports the government arrested or punished trafficking victims for unlawful acts committed as a direct result of being subjected to trafficking, yet three children were committed to a group home for obtaining false documents with the intent of working abroad. The government remained without formal procedures to encourage victims to assist law enforcement in the prosecution of their traffickers; however, the police reported some victims were active participants in the investigations of their alleged traffickers. Under the new anti-trafficking legislation passed December 2014, victims are guaranteed compensation for reintegration and medical care; this provision had not yet been implemented during the reporting period, reportedly due to a lack of funding.

During the reporting period, many trafficking victims continued to return from the Middle East, where they were subjected to various forms of abuse while working in domestic service. The government failed to engage with foreign governments regarding the protection of and legal remedies for exploited Malagasy workers. However, it did make modest efforts to assist in the repatriation of eight Malagasy migrants from Comoros, Mauritius, and Ethiopia. Upon repatriation, the vast majority of Malagasy trafficking victims arrived destitute and in need of psychological and medical services; the government failed to provide victims with resources or assistance and continued to rely heavily on NGO support.

PREVENTION

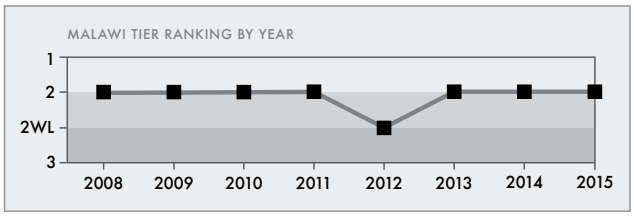
The government continued efforts to prevent trafficking. During the reporting year, the government formally adopted a five-year national action plan to combat human trafficking and pledged to commit staff and 38.95 million ariary ($15,000) toward its implementation in 2015. On March 3, the government adopted a decree creating the National Bureau to Combat Human Trafficking, which will coordinate the implementation of the national action plan, determine policy, and monitor prosecution of human trafficking cases. The newly adopted decree requires an annual budget line for the bureau, as part of the national budget. A 2013 ban on domestic worker travel to high risk countries remained in place during the reporting period, which according to officials, led to a decrease in the number of migrant workers leaving for Gulf countries; however, illicit recruiting agencies continue to circumvent the ban by sending workers through Mauritius, Kenya, South Africa, and Comoros, and NGOs continued to report trafficking victims in Gulf countries and Malagasy women trafficked and sold as brides in China. The government did not make efforts to improve its oversight of recruitment agencies.

During the reporting year, the national *Gendarmerie* established a specialized unit focusing on child protection. A new tourist police branch was also formed to patrol beaches and other areas popular for child sex tourism in September 2014. The Ministry of Tourism posted warnings against child sex tourism in establishments across the country, and the Ministry of Population and Ministry of Communication carried out an awareness campaign entitled "Break the Silence" in Toliara, one of the high-risk cities for trafficking, between June 2013 and May 2014. The police continued to operate a national hotline to report child exploitation cases, but due to a lack of specificity in data collection, the number of resulting trafficking cases remained undetermined. Officials continued to partner with local NGOs and international organizations to implement a code of conduct to combat the commercial exploitation of children in the Nosy Be and Toliara tourism industry, but It had yet to be disseminated across the country. The government provided training on combating trafficking in persons to law enforcement, judges, and civil society, as well as general guidance to diplomatic personnel on preventing trafficking based on local laws. The government did not make any tangible efforts to reduce the demand for forced labor during the reporting period.

MALAWI: Tier 2

Malawi is a source country for men, women, and children subjected to forced labor and sex trafficking and, to a lesser extent, a destination country for men, women, and children from neighboring countries subjected to labor and sex trafficking, and a transit country for people from some of these countries subjected to labor and sex trafficking in South Africa. Most Malawian trafficking victims are exploited within the country, with victims generally transported from the southern part of the country to the central and northern regions. Children are subjected to forced labor in the agricultural sector (predominantly in the tobacco industry, but also on tea, coffee, and sugar plantations), goat and cattle herding, and brickmaking. Frequently, traffickers entice families to part with their children with the promise of work as farm laborers, subsequently subjecting the children to forced labor or sexual exploitation. Children are also subjected to forced labor in begging, small businesses, and potentially in the fishing industry. Some are coerced to commit crimes. Reports indicate one-third of Malawian children are involved in labor activities; most cases of child labor outside the family involve fraudulent recruitment and physical or sexual abuse, conditions indicative of forced labor. Adult tenant farmers are vulnerable to exploitation, as they incur debts to landowners and may not receive payment in times of poor harvest. Brothel owners or other facilitators lure girls—including primary school children—from rural areas with promises of clothing and lodging, for which they are charged high fees, resulting in prostitution coerced through debts in Malawi or neighboring countries. Malawian victims of sex and labor trafficking have been identified in Mozambique, South Africa, Zambia, Tanzania, and Europe. Malawian girls are subjected to domestic servitude in eastern Zambia. Recent years have seen reports of young girls being drugged, gang-raped, and placed in the sex trade. Some girls recruited for domestic service are instead forced to marry and subsequently subjected to prostitution by their "husbands." Migrants from the Great Lakes region and the Horn of Africa may become labor trafficking victims in Malawi or transit through Malawi and subsequently become labor trafficking victims in South Africa.

The Government of Malawi does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In February 2015, the government passed anti-trafficking legislation, establishing a comprehensive legal framework to address trafficking in persons. It reported investigating 27 trafficking cases involving 47 offenders and convicted 25 traffickers. The government identified 242 trafficking victims, an increase from 119 the previous year. The government continued to lack effective procedures to systematically identify victims and provide them adequate protection. The government relied on international organizations and NGOs to fund and implement most anti-trafficking programs.



RECOMMENDATIONS FOR MALAWI:

Vigorously prosecute both sex and labor trafficking offenses under the anti-trafficking law; expand training and increase funding for judges, prosecutors, labor inspectors, and police to identify, investigate, and prosecute trafficking offenses; improve and expand the collection of national prosecution and protection data; increase awareness and monitoring of trafficking crimes, as well as efforts to identify traffickers and victims at border crossings and internal police checkpoints; develop formal guidelines to identify trafficking victims, especially among vulnerable populations, and to refer them to available services; increase the availability of shelters and protection services for victims, including through financial or material support to NGOs for expansion of direct service provision; sentence convicted traffickers to sufficiently stringent punishments, including the increased imposition of prison sentences; adopt a national strategy to combat trafficking that focuses on improving national-level coordination of anti-trafficking efforts across all districts; and continue to launch anti-trafficking public awareness campaigns.

PROSECUTION

The Government of Malawi demonstrated progress in anti-trafficking law enforcement efforts. In February 2015, the government passed anti-trafficking legislation establishing a comprehensive legal framework to address trafficking in persons. Malawi's anti-trafficking law prohibits all forms of trafficking and prescribes punishments of 14 years' to life imprisonment, with no option of fines. Additionally, the Employment Act and Articles 135 through 147 and 257 through 269 of the penal code criminalize forced labor and forced prostitution, although the law does not define child sex trafficking in accordance with international law, which provides that the exploitation of the prostitution of children is trafficking regardless of whether force, fraud, or coercion is used. The penalties prescribed under these various statutes range from small fines to 14 years' imprisonment; the maximum penalties are sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. The Child Care, Protection, and Justice Act of 2010 prohibits child trafficking and prescribes sufficiently stringent penalties of up to life imprisonment for convicted traffickers.

In 2014, the Malawi Police Service (MPS) reported anti-trafficking data covering only five of Malawi's 34 district-level police stations; police provided information for seven districts in 2013. Poor record management and a lack of government direction contributed to shortcomings in adequately tracking investigation, prosecution, and conviction statistics nationwide. Police reported investigating 27 trafficking cases involving 47 suspects and 25 traffickers convicted, compared with 15 the previous reporting period. Information on prosecutions was unknown. Police from one of the reporting districts provided supplemental investigation, prosecution, and conviction data—some of which was included in the national report. Phalombe police reported 13 trafficking cases involving 31 traffickers. One case was dismissed, one was dropped, and the remaining 11 cases were prosecuted and resulted in convictions under the Child Care, Protection and Justice Act. A majority of the convicted traffickers received prison sentences of 15-36 months, a significant increase from the previous reporting period in that district, when convictions resulted in fines and suspended sentences. In September 2014, media reported a 12-year-old girl from Zomba district was forced to work as a bartender and exploited in child prostitution, which led to the rescue of a similarly exploited 13-year-old girl. In February 2015, the owner of the establishment was convicted of child trafficking under the Child Care, Protection and Justice Act, yet was only ordered to pay 160,000 kwacha ($300) in fines. The government reported that the 2013 case of two men detained at the Karonga border crossing for transporting 25 girls and four boys, possibly for early marriage and forced labor, remained unresolved at the end of the reporting period.

The Ministry of Home Affairs, which includes the MPS and immigration officials, had primary responsibility for the prosecution of trafficking crimes and enforcement of trafficking laws. MPS prosecutors were responsible for prosecuting the vast majority of identified trafficking cases in Malawi. The MPS included anti-trafficking training in its curriculum for the Limbe Police Training School, Mtakata Police Training School, and Police College. During the reporting period, members of Malawi's National Assembly and representatives of the Ministries of Foreign Affairs, Gender, Home Affairs and State House received training funded by foreign governments on trafficking issues and provisions of the anti-trafficking bill. The Malawi Human Rights Commission, an independent government agency, conducted outreach on draft anti-trafficking legislation to members of parliament. The Immigration Department continued to train an unspecified number of immigration officers on international anti-trafficking legal frameworks, how to identify human traffickers, and how to assist trafficking victims. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government increased the number of victims identified, but sustained inadequate efforts to protect victims. It relied largely on NGOs to identify victims and provide long-term care. The national government lacked comprehensive data on the number of victims it identified, referred, or assisted during the reporting period; however, case information provided by the MPS indicated the government identified at least 242 trafficking victims, a notable increase in comparison to the 119 victims identified the previous reporting period. Additional information on the profile of the 242 victims was unavailable. The government ran one social rehabilitation center in Lilongwe for orphans, child trafficking victims, and vulnerable children, providing counseling and rehabilitation services. The government reported referring 100 victims to the center in 2014, which had capacity for only 50 residents at one time due to a lack of resources. Reports from individuals acquainted with the facility described the center as chronically underfunded and unsuitable for trafficking victims, especially children—so dire that children exploited in child prostitution returned to the brothels from which they had been removed. The government continued to lack systematic procedures for the proactive identification of victims and their referral to care.

A 2011 NGO baseline survey of six districts reported 73 percent of victims did not receive any services after their rescue. The lack of adequate and longer-term assistance left victims vulnerable to re-trafficking. More than 300 police stations at the sub-district level housed victim support units (VSUs) to respond to gender-based violence and trafficking crimes; however, the VSUs lacked capacity to respond adequately, providing only limited counseling and, in some districts, temporary shelter to victims. Some foreign victims likely avoided these centers due to fear of deportation. The government did not provide material or financial support for most NGO services, including the only dedicated shelter for trafficking victims in the country, which was operated by an international NGO. The government did not have a policy of providing foreign victims with temporary residency or other legal alternatives to their removal to their countries of origin; in practice, foreign victims faced deportation unless they challenged their immigration status in court. The new anti-trafficking law includes provisions for the protection of victims and witnesses during trial. There were no specific reports of trafficking victims penalized for crimes as a direct result of being subjected to trafficking; however, in recent years, abuse of sex trafficking victims by police has been reported. Law enforcement has treated persons in prostitution—including children—as criminals, rather than assessing them for indicators of trafficking.

PREVENTION

The government sustained efforts to prevent trafficking, with multiple government agencies involved in anti-trafficking efforts. The Malawi Network Against Child Trafficking, comprising government officials, NGOs, and religious leaders, held six regional trafficking

awareness meetings and met twice at the national level. The anti-trafficking board established by the new anti-trafficking bill is designed to provide national-level guidance on combating trafficking. Malawi continued to lack a national action plan to address trafficking in persons. The majority of public awareness campaigns were coordinated at the district level with NGO partners. The government conducted 215 child labor inspections from June-December 2014; however, it did not report on the total number of inspections conducted. As of January 2015, the Ministry of Labor employed 29 district labor officers and 120 labor inspectors. The government did not make efforts to reduce the demand for commercial sex acts or forced labor, and it made no efforts to address child sex tourism. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. In partnership with a foreign donor, the government provided Malawian troops with anti-trafficking training prior to their deployment abroad on international peacekeeping missions.

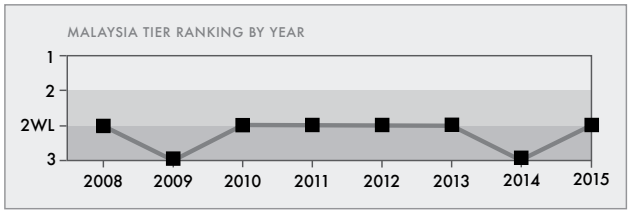
MALAYSIA: Tier 2 Watch List

Malaysia is a destination and, to a lesser extent, a source and transit country for men, women, and children subjected to forced labor and women and children subjected to sex trafficking. The majority of trafficking victims are among the estimated two million documented and more than two million undocumented foreign workers in Malaysia. Foreign workers—primarily from Indonesia, Bangladesh, the Philippines, Nepal, Burma, and other Southeast Asian countries, often voluntarily migrate to Malaysia in search of greater economic opportunities. Some migrants are subjected to forced labor or debt bondage by their employers, employment agents, or labor recruiters. Many foreign workers are employed by recruiting or outsourcing companies rather than by the factory or plantation where they work, making workers more vulnerable to exploitative labor conditions and limiting the ability of factories, manufacturers, and employers to address some labor concerns. In addition, recruitment and contracting fees are sometimes deducted from workers' wages, increasing workers' vulnerability to debt bondage. In accordance with governmental regulations, the burden of paying immigration and employment authorization fees is placed on foreign workers. Authorities report large organized crime syndicates are responsible for some instances of trafficking. Reports allege some corrupt officials impede efforts to address trafficking crimes.

Some foreign migrant workers on agricultural and palm oil plantations, at construction sites, in the electronics industry, and in homes as domestic workers are subjected to practices indicative of forced labor, such as restricted movement, wage fraud, contract violations, passport confiscation, and imposition of significant debts by recruitment agents or employers. Some employers withhold an average of six months' wages from foreign domestic workers to recoup recruitment agency fees and other debts. Some forced labor victims in Malaysian waters, including Cambodian and Burmese men on Thai fishing boats, reportedly escape in Malaysian territory. Due to concerns about domestic servitude, the Cambodian government prohibits its nationals from traveling to Malaysia for domestic work; however, some Cambodian women enter Malaysia to work despite this ban and some are subjected to domestic servitude. Some Indonesian domestic workers are subjected to domestic servitude in the Middle East after transiting Malaysia *en route* to these countries to circumvent anti-trafficking protections initiated by the Indonesian government. A significant number of young women, mainly from Southeast Asia, and to a much lesser extent Africa, are forced into prostitution although recruited ostensibly for legal work in Malaysian restaurants, hotels, and beauty salons. Some Vietnamese women and girls enter into brokered marriages in Malaysia and are forced into prostitution.

Refugees in Malaysia—including Rohingya men, women, and children—lack formal status or the ability to obtain legal work permits, leaving them vulnerable to trafficking. Many incur large smuggling debts, which traffickers use to subject some refugees to debt bondage. An estimated 80,000 Filipino Muslims without legal status, including 10,000 children, reside in Sabah, with some vulnerable to trafficking. Children from refugee communities in Peninsular Malaysia are reportedly subjected to forced begging. A small number of Malaysian citizens are subjected to trafficking internally and have been subjected to sex trafficking in Australia, France, South Africa, and the United Kingdom.

The Government of Malaysia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2014, the government consulted with civil society stakeholders to draft and propose amendments strengthening the existing anti-trafficking law and addressing concerns raised in previous Trafficking in Persons Reports, including by allowing trafficking victims to move freely and work, and for NGOs to run the facilities. The amendments remained pending passage by Parliament at the end of the reporting period. The government adopted a pilot project to allow a limited number of victims to work outside government facilities. Authorities continued to provide assistance to foreign victims housed in government facilities for one to six months while under protection orders; these victims had limited freedom of movement and could not work outside the facilities. Malaysia more than doubled the number of trafficking investigations and substantially increased prosecutions, but the government convicted only three traffickers for forced labor and one for passport retention, a decrease from the nine traffickers it convicted in 2013. Malaysia also continued efforts in an expansive prevention campaign that raised awareness about trafficking.



RECOMMENDATIONS FOR MALAYSIA:

Sign into law and implement amendments to the anti-trafficking law to allow trafficking victims to travel, work, and reside outside government facilities, including while under protection orders; increase efforts to arrest, investigate, prosecute, convict, and punish traffickers, including complicit officials; provide all victims equal opportunity to receive protective services that are not contingent on their participation in prosecutions against traffickers; effectively enforce the law prohibiting employers from confiscating passports; improve victim identification efforts and implement procedures to identify labor trafficking victims among vulnerable groups, such as migrant workers; enable trafficking victims in government facilities to make phone calls more than once per month; allocate sufficient funding to NGOs that provide victims in government

facilities access to legal services and effective counseling, including in their native languages whenever possible; offer legal alternatives to removal to countries in which victims would face retribution or hardship; increase and strengthen labor inspections to identify instances of forced labor; increase training for law enforcement and judicial officials on how to effectively address all trafficking cases, including the identification of labor trafficking victims, employing a victim-centered framework; expand implementation of the directive requiring prosecutors to prepare victims for judicial proceedings at least two weeks prior to trial; increase efforts to educate migrant workers of their rights, legal recourses, and remedies against traffickers; provide a dedicated budget to the National Anti-Trafficking and Anti-Smuggling of Migrants Council (MAPO); and increase transnational cooperation with other governments in the region on enforcing anti-trafficking laws.

PROSECUTION

The government increased investigations and prosecutions, but obtained only three trafficking convictions—a disproportionate number of convictions compared to the large scale of the human trafficking problem in Malaysia. Malaysia's 2007 Anti-Trafficking in Persons Act (amended in 2010) prohibits all forms of human trafficking and prescribes punishments of up to 20 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious offenses, such as rape.

In 2014, the government reported 186 investigations of potential trafficking cases, compared with 89 in 2013. It initiated prosecutions against 54 alleged trafficking offenders (including 26 for forced labor, 12 for sexual exploitation, and an unknown charge for 16 cases), an increase from 34 in 2013. The government convicted three traffickers for forced labor and none for sex trafficking, marking a decrease from nine traffickers convicted in 2013. Sentences ranged from two to five years' imprisonment for each trafficking charge. The government issued a written directive in August 2014 requiring public prosecutors to engage with victims at least two weeks prior to trial. Prosecutors reported they spent time with victims in government facilities, better understood victims' concerns about the trial process and timing, and worked to address these concerns. The Royal Malaysia Police operated a specialized anti-trafficking unit, and the immigration and labor departments had specialized trafficking enforcement agents. The Attorney General's Chamber had 29 deputy public prosecutors throughout Malaysia specializing in human trafficking cases. Prosecutors reported increased interaction with law enforcement during the investigation process and were more familiar with victims' accounts prior to courtroom appearances than during the previous reporting year.

NGOs reported officials often failed to investigate complaints of passport confiscation or withholding of wages, especially involving domestic workers, thereby failing to recognize trafficking indicators and instead responding to those who complained by taking action against them for immigration violations. The government continued to inadequately enforce the prohibition on employers withholding employee passports. In 2014, the government convicted one defendant for withholding 29 employees' passports and fined him RM 5,000 ($1,400).

In 2014, each of the enforcement agencies continued to conduct anti-trafficking trainings, reaching nearly 700 officials. For example, Malaysian officials trained 103 coast guard officers on trafficking in Sabah, Kuantan, and Sarawak. Several ministries coordinated a series of anti-trafficking trainings on investigative interview techniques for 205 frontline officials. The Attorney General's Chamber hosted and convened a seminar for 30 judges and prosecutors throughout Malaysia to discuss victim-centered approaches to prosecution. Topics included effective victim interviewing, identifying and meeting victims' needs, and working with interpreters. Reports continued to purport some corrupt immigration officials allegedly facilitated migrant smuggling, which may have contributed to trafficking crimes; however, the government did not report any investigations, prosecutions, or convictions of government officials complicit in trafficking.

PROTECTION

The government increased efforts to improve Malaysia's victim protection system. The government consulted with civil society stakeholders to draft amendments to the existing anti-trafficking law. The cabinet approved the draft amendments and introduced them to Parliament, but Parliament had not passed the amendments at the end of the reporting period. Under the current anti-trafficking law, the government housed victims in government facilities under 14-day interim protection orders for suspected victims and 90-day protection orders for certified victims that were renewable until a victim was no longer needed in judicial proceedings against a suspected trafficker. The government housed most victims in these facilities for one to six months. It denied foreign victims the liberty to leave the premises without a chaperone; victims remained under police custody for hospital visits or court appearances. However, the government cooperated with the embassies of some of the largest sending countries to record legal statements from trafficking victims and allowed the victims to return to their home countries before the end of the legal proceedings when outstanding legal issues, such as repayment of back wages, were resolved. The government did not allow foreign victims to work outside the facilities while under protection orders, and repatriated them to their home countries after their protection orders expired, in accordance with Malaysian law. This policy discouraged some victims from cooperating with authorities or bringing cases to governmental attention.

In 2014, the government identified 1,684 potential victims, of which it confirmed 303 as trafficking victims, an increase compared with 270 in 2013. The majority of the victims were Indonesian nationals, followed by Vietnamese and Filipino citizens. The number of victims subjected to sex or labor trafficking was unclear. NGOs and government officials report labor trafficking was far more common than sex trafficking in Malaysia. The government reported law enforcement agencies followed standardized procedures to identify trafficking victims. Officials continued to rely on workers to report nonpayment of wages to initiate labor trafficking investigations. Front-line officials and prosecutors did not receive adequate training to work with victims, and investigations were typically not victim-centered. Some NGOs reported they did not refer victims to the police, as they believed doing so was detrimental to the welfare of the victims, and some foreign embassies sheltered victims to expedite their repatriation and provide an alternative to being housed in government facilities during lengthy criminal proceedings. Some government officials continued to view foreign victims as migrant workers and not victims, hampering progress on victim protection efforts.

The government operated six facilities to house victims. The Ministry of Women, Family, and Community Development operated four facilities for women and one for child trafficking victims. The home affairs ministry operated Malaysia's only facility for male

trafficking victims in Malacca. Progress on the 2014 pilot project to enable two NGOs to operate a government-owned facility for victims was set aside in favor of pursuing holistic change through legal amendments to Malaysia's Trafficking in Persons Act. The government provided basic services to those staying in its facilities; however, NGOs, without government-allocated funding, provided the majority of victim rehabilitation and counseling services. Victim services were inadequate; in some facilities, victims were only allowed to call their families once per month for 15 minutes. Authorities did not disclose full budgetary details on protection efforts but allocated RM 4,000,000 ($1,100,000) to the Ministry of Home Affairs and RM 4,600,000 ($1,300,000) to the women's ministry to operate facilities for female trafficking victims in 2015.

The anti-trafficking law provides victims immunity from immigration offenses, which are outside the scope of the penal code. NGOs and foreign embassies report that victims often preferred to be repatriated immediately rather than remain in Malaysia and wait for the judicial process to conclude. Some trafficking victims, particularly those who denied that they were subjected to trafficking or whose employers confiscated their documents, were not identified as trafficking victims and instead were detained, deported, or charged with immigration offenses.

PREVENTION

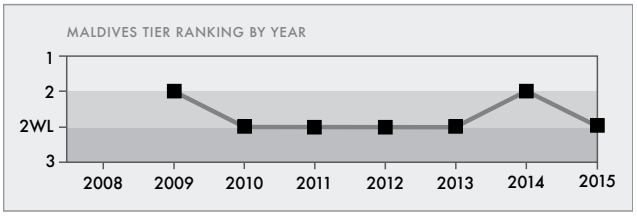
The government increased efforts to prevent trafficking. MAPO, headed by the home affairs ministry, included representation from multiple government entities. MAPO leadership was active in coordinating anti-trafficking efforts, but lacked adequate budget support. Malaysia convened four cabinet-level meetings to discuss human trafficking issues during the reporting period. NGOs continued to report deficiencies in the government's progress to implement Malaysia's 2010-2015 national plan of action to combat trafficking. The government reported producing 3,947 public service radio announcements and 1,179 public service television broadcasts during the reporting period, a decrease from 6,078 and 6,032 announcements in 2013. It also published 15,000 informational brochures on trafficking indicators for law enforcement personnel. The Ministry of Home Affairs facilitated outreach sessions in Penang, Shah Alam, and Johor to raise awareness on forced labor indicators, such as passport retention, among 100 companies in the electronics industry.

In February 2015, Malaysian and Indonesian officials announced the creation of an "official channel" for domestic worker recruitment, which aims to expedite recruitment and minimize the number of migrants who seek work illegally. The government did not finalize a memorandum of understanding to govern the employment of Cambodian domestic workers in Malaysia, and the Cambodian government's 2011 ban on Cambodian women's travel to Malaysia for domestic work remained in effect. Domestic workers continued to be excluded from a number of protections under Malaysian employment law, including the country's minimum wage. The government's anti-trafficking awareness campaign highlighted criminal penalties associated with commercial sexual exploitation and the information was disseminated *via* television and radio media, public fora, and at specific engagements with target groups such as manufacturers. The government provided anti-trafficking training to Malaysian troops prior to their deployment abroad on international peacekeeping missions and anti-trafficking training and guidance for its diplomatic personnel.

MALDIVES: Tier 2 Watch List

Maldives is a destination country for men, women, and children subjected to forced labor and sex trafficking, and a source country for women and children subjected to labor and sex trafficking. An unknown number of the approximately 200,000 documented and undocumented foreign workers in Maldives—primarily Bangladeshi and Indian men in the construction and service sectors—experience forced labor, including fraudulent recruitment, confiscation of identity and travel documents, withholding or nonpayment of wages, and debt bondage. Migrant workers pay approximately $400 to $4,000 in recruitment fees to work in Maldives, contributing to their risk of debt bondage upon arrival. In addition to Bangladeshis and Indians, some workers from Sri Lanka, Pakistan, and Nepal reportedly experience recruitment fraud before arriving in Maldives. Recruitment agents in source countries collude with employers and agents in Maldives to facilitate fraudulent recruitment and forced labor of migrant workers. NGOs allege officials may warn businesses in advance of planned raids for suspected trafficking offenses or other labor abuses and be involved in labor recruiting practices that can lead to trafficking. A small number of women from Asia, Eastern Europe, and former Soviet countries, as well as girls from Bangladesh and Maldives, are subjected to sex trafficking in Maldives. Some Maldivian children are transported to the capital, Male, from other islands for domestic service; some of these children are also reportedly subjected to sexual abuse and may be victims of forced labor. Maldivian women may be subjected to sex trafficking in Sri Lanka.

The Government of Maldives does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government coordination committee adopted a national action plan for 2015-2019 and continued to develop procedures for victim identification, protection, and referral. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Maldives is placed on Tier 2 Watch List. The state-run shelter for female trafficking victims that opened in January 2014 shortly thereafter began barring victims from access. The government did not initiate any prosecutions and there were no convictions in 2014, a decrease from one conviction in 2013, and some officials warned businesses in advance of planned raids to investigate suspected trafficking offenses or other labor abuses.



RECOMMENDATIONS FOR THE MALDIVES:

Increase efforts to investigate and prosecute suspected trafficking offenses, respecting due process; finalize standard operating procedures to proactively identify trafficking victims and refer them to protection services, and train officials on their use; re-establish victim access to the state-run shelter and consistent rehabilitation services; finalize and implement the standard operating procedures for shelter operations and victim services; increase efforts to monitor and punish labor recruitment agents and firms engaging

in fraudulent practices; enforce prohibitions against passport retention by employers and government agencies; raise public awareness of human trafficking through media campaigns; provide translators to law enforcement and labor authorities to ensure foreign workers are able to participate in inspections, investigations, and prosecutions against their alleged traffickers; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government's anti-trafficking law enforcement efforts decreased. The Prevention of Human Trafficking Act prohibits many, but not all, forms of sex and labor trafficking under Articles 12, 13, 14, and 16. The law prohibits internal and transnational trafficking. However, in a departure from the 2000 UN TIP Protocol definition, it generally requires the acts of exploitation be predicated on movement and does not criminalize child sex trafficking in the absence of coercion. The law does prohibit debt bondage and some forms of child trafficking without requiring movement. Article 13 is overly broad; for example, it includes compelling a person to undergo a medical test after being transported as a form of trafficking in persons. The law prescribes penalties of up to 10 years' imprisonment, which are sufficiently stringent but are not commensurate with those prescribed for other serious crimes, such as rape. The government reported investigating five trafficking cases in 2014, an increase from one case in 2013; however, for the second consecutive year, authorities did not initiate any new prosecutions. The government also did not convict any trafficking offenders in 2014, compared with one conviction in 2013.

Officials continued to conflate human trafficking with human smuggling and the presence of undocumented migrants in Maldives. Observers noted trafficking-specific training was needed government-wide, especially for investigators, prosecutors, and judges. The Department of Immigration and Emigration (DIE) and police anti-trafficking unit chiefs held one training, in partnership with an international organization, for 25 labor inspectors, police officers, and other officials on trafficking. DIE also developed a module on trafficking for new recruits, but it had not yet been launched at the end of the reporting period. An international organization continued to coordinate and deliver all other trainings for officials. Law enforcement efforts continued to be hampered by the absence of foreign language interpreters for victim-witnesses. Authorities did not report collaborating on transnational investigations with foreign counterparts, despite law enforcement identification of foreign victims. NGOs reported some officials warn businesses in advance of planned raids for suspected trafficking offenses or other labor abuses. Despite these reports and others that officials may have been involved in labor recruiting practices that can lead to trafficking, the government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government regressed on some of its previous year's progress in victim protection. The state-run shelter for female trafficking victims, opened in January 2014, served two victims but then began barring new victims from access shortly thereafter, reportedly due, in part, to bureaucratic disputes. According to law enforcement officials, this severely diminished the likelihood victims would pursue charges against perpetrators and forced *ad hoc* solutions to protect victims. It is unclear what services, if any, identified victims received from the government during the reporting period. The 2013 anti-trafficking law created a 90-day reflection period during which victims are eligible to receive services while deciding whether to assist authorities in a criminal case. Victims are entitled to receive rehabilitative services, including shelter, health care, counseling, translation services, and police protection. DIE maintained a shelter for undocumented male migrant workers, but this shelter did not provide trafficking-specific services.

The government identified nine victims in 2014, compared with 10 in 2013. The government continued to develop procedures for victim identification, protection, and referral; however, the procedures were not finalized at the end of the reporting period. Foreign victims assisting an investigation or prosecution could receive a renewable visa; however, identified victims who voluntarily entered Maldives illegally were subject to deportation. Observers noted officials are not trained to screen for trafficking victimization among children in prostitution and migrant workers before deportation.

PREVENTION

The government did not demonstrate progress in preventing trafficking. The government once again transferred responsibility for coordinating government and NGO anti-trafficking efforts from one ministry to another, this time from the Ministry of Youth and Sports to the Ministry of Economic Development. While the coordination committee still met and adopted a national action plan for 2015-2019, observers reported the frequent change in ministry portfolio hampered the government's ability to coordinate and oversee its efforts to effectively combat trafficking. Additionally, the Ministry of Law and Gender, the original chair of the committee that oversaw the now defunct state-run shelter, was not included on the committee once its chairmanship had been removed, thereby reducing the number of committee members trained on trafficking issues and increasing coordination challenges.

Officials did not prosecute any labor recruiters or agencies for fraudulent recruitment practices, despite the existence of an investigative unit responsible for recruitment agency oversight. Observers reported there had been no inspections of labor recruiters for two years due to a lack of funding, and there was no indication police continued to blacklist Maldivian recruitment agencies engaged in fraud and forgery. Government ministries and others frequently held the passports of foreign workers they employed, as well as those of foreign victims in trafficking cases. An international organization reported 65 percent of migrants interviewed were not in possession of their passports. Authorities reported working with employers to have the passports returned; however, the government did not prosecute or hold accountable any employers or government officials for withholding passports.

The Ministry of Foreign Affairs continued its anti-trafficking campaign, with media outlets providing airtime and print space for awareness messages. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government did not report any efforts to reduce the demand for commercial sex acts. Maldives is not a party to the 2000 UN TIP Protocol.

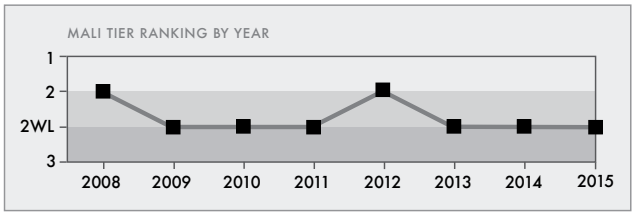
MALI: Tier 2 Watch List

Mali is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Internal

trafficking is more prevalent than transnational trafficking; however, boys from Guinea and Burkina Faso are subjected to forced labor in artisanal gold mines and women and girls from other West African countries are subjected to prostitution in Mali. Women and girls are forced into domestic servitude, agricultural labor, and support roles in artisanal gold mines and subjected to sex trafficking. Boys are subjected to forced labor in agriculture, artisanal gold mines, and the informal commercial sector. Men and boys, primarily of Songhai ethnicity, are subjected to debt bondage in the salt mines of Taoudenni in northern Mali. Some members of Mali's black Tamachek community are subjected to slavery-related practices rooted in traditional relationships of hereditary servitude. Boys from Mali and other West African countries are forced into begging and other types of forced labor or service by corrupt *marabouts* (religious teachers) within Mali and neighboring countries. Reports indicate Malian children endure forced labor in gold mines in Senegal and Guinea and on cotton and cocoa farms in Cote d'Ivoire. Malians and other Africans transiting Mali to Mauritania, Algeria, or Libya to reach Europe are vulnerable to trafficking. Malian girls and women are victims of sex trafficking in Gabon, Libya, Lebanon, and Tunisia. Reports allege general corruption is pervasive throughout the security forces and judiciary.

In early 2012, rebel and Islamic extremist groups invaded and occupied northern Mali. Since that time, several militias and pro-government groups recruited and used children to fight in combat. There were reports these groups used children to carry assault rifles, staff checkpoints, guard prisoners, and conduct patrols. While the majority of child soldiers were boys, reports indicate these groups may have used some girls for sexual exploitation and forced marriage to members of armed groups. These armed groups purportedly force some families to sell their children. Although the prevalence of child soldiers decreased during the reporting year, NGOs and international organizations estimate many children remain associated with armed groups; however, restricted access, particularly in northern Mali, where the government has a limited presence, continues to prevent comprehensive reporting.

The Government of Mali does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these efforts, the government did not demonstrate evidence of overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Mali is placed on Tier 2 Watch List for the third consecutive year. Mali 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. While the government, in partnership with NGOs, identified and referred 48 victims for protection during the reporting year, it failed to investigate, prosecute, or convict any trafficking offenders, did not provide any direct services to trafficking victims, or conduct any national awareness campaigns.



RECOMMENDATIONS FOR MALI:

Increase efforts to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders; vigorously investigate, prosecute and, where appropriate, convict government officials complicit in human trafficking; adequately inform and train judicial personnel about the 2012 anti-trafficking law; train law enforcement to investigate trafficking cases, identify trafficking victims among vulnerable populations, and refer them to protective services; continue to implement programs for the disarmament, demobilization, and reintegration of former child combatants that take into account the specific needs of child ex-combatants; convene and allocate funds to the national anti-trafficking committee; allocate appropriate funding to effectively implement the newly adopted national action plan to combat trafficking; and increase efforts to raise public awareness about trafficking.

PROSECUTION

The government reduced anti-trafficking law enforcement efforts. Law 2012-023 Relating to the Combat against Trafficking in Persons and Similar Practices prohibits all forms of trafficking of adults and children. The law prescribes penalties of five to 10 years' imprisonment, and a maximum of 20 years' imprisonment for cases involving aggravating circumstances, which are sufficiently stringent and commensurate with those for other serious crimes, such as rape. For the third consecutive year, the Ministry of Justice failed to distribute the 2012 anti-trafficking law to judicial and law enforcement personnel, which perpetuated the lack of awareness and understanding of the law among the judiciary. The government investigated one potential trafficking case, which represented a decrease from 13 cases investigated during the previous reporting period. It did not prosecute or convict any trafficking offenders during the reporting period. The government provided no specialized anti-trafficking training to its officials. The government did not report any investigations, prosecutions, or convictions of any government officials complicit in trafficking offenses.

PROTECTION

The government demonstrated minimal efforts to protect trafficking victims. Government officials and NGO partners identified 48 trafficking victims, compared with 79 during the previous reporting period. The government provided minimal assistance to victims and continued to rely on privately-funded NGOs and international organizations to provide victims with medical assistance, shelter, counseling, and financial aid. Despite its substantial reliance on NGOs, the government did not provide financial support to these organizations. The government did not report identifying or assisting any victims of traditional slavery in areas where these practices are prevalent; this lack of identification reflects limited government presence in these areas. It offers legal alternatives to removal to countries in which victims would face retribution or hardship; however, all victims identified during the reporting period were ECOWAS country citizens and were able to stay within the country.

Rebel armed groups and terrorist organizations continued to recruit and use child soldiers during the reporting period. The government did not report the recruitment or use of child soldiers in the Malian armed forces; however, poor record keeping systems within the military, coupled with the ability to easily obtain fraudulent birth certificates, limited the ability to verify the precise age of all Malian soldiers. During the reporting period,

with the assistance of international organizations and NGOs, the government, through the National Directorate for the Protection of Family, Women, and Children, rehabilitated five child soldiers aged 15 to17 years. There were no reports alleging the government detained child soldiers during the reporting year. While the government passed an inter-ministerial protocol in 2013 to require liberated child soldiers to be transferred to rehabilitation centers rather than prison, the lack of awareness and clear guidelines for judicial and military personnel to implement the protocol impeded systematic processing of these cases. As a result, some suspected child soldiers remained in detention since 2013.

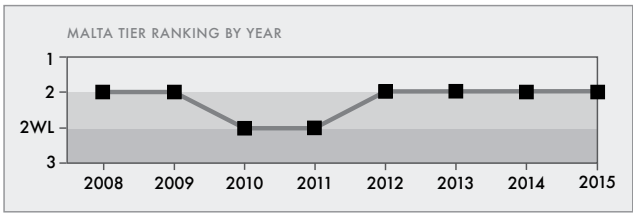
PREVENTION

The government made minimal efforts to prevent trafficking. It adopted a three-year national action plan (2015-2017) to combat trafficking and submitted a formal budget request to ensure its implementation. The government did not conduct any awareness-raising campaigns, workshops, or training efforts. The national committee, the entity charged with coordinating government anti-trafficking efforts, was minimally active during the reporting period. Labor inspectors did not receive anti-trafficking training and they did not have the capacity to regulate the informal sector, where most cases of forced labor occurred. The government failed to make tangible efforts to decrease the demand for forced labor or commercial sex acts in Mali. It did not provide anti-trafficking training or guidance for its diplomatic personnel and peacekeepers deployed abroad.

MALTA: Tier 2

Malta is a source and destination country for women and children subjected to sex trafficking and a destination for women and men subjected to labor trafficking. Female sex trafficking victims primarily originate from China, Hungary, Poland, Romania, Russia, and Ukraine. Women and children from Malta have also been subjected to sex trafficking within the country. Forced labor victims largely originate from China, Indonesia, the Philippines, and Vietnam. Women from Southeast Asia working as domestic workers, Chinese nationals working in massage parlors, and women from Central and Eastern Europe working in nightclubs represent populations vulnerable to exploitation. Maltese children in prostitution, including those with drug dependencies, are vulnerable to sex trafficking in Malta. The approximately 5,000 irregular migrants from African countries residing in Malta may be vulnerable to trafficking in the country's informal labor market.

The Government of Malta does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, authorities successfully identified more victims and launched the country's first labor trafficking investigations. The anti-trafficking committee approved a new national action plan, semiannual monitoring reports, a booklet on using the victim referral procedures, and information cards listing trafficking indicators and a helpline. Law enforcement efforts, however, were stymied by a lack of accountability for criminals perpetuating this crime; Malta has not secured a trafficking conviction since early 2012. Despite the increase in victims requiring care services and the need to train judges and law enforcement on working with victims, the government halved the budget for trafficking programs.



RECOMMENDATIONS FOR MALTA:

Hold traffickers accountable through convictions and dissuasive sentences; train police, investigators, and judges on working with traumatized victims; provide adequate funding for victim assistance, trainings, and prevention campaigns; continue to strengthen efforts to identify trafficking victims proactively among vulnerable populations, particularly migrant workers and individuals in prostitution; train stakeholders on the use of the standard operating procedures for victim referral; screen minors found in prostitution for indicators of third-party involvement and treat those minors as victims; and consider directing all trafficking cases to judges who have received trafficking-specific training.

PROSECUTION

The government demonstrated mixed progress in law enforcement efforts. Malta prohibits both sex and labor trafficking through Article 248A-G of the criminal code, which prescribes penalties of four to 12 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government investigated five new trafficking cases during the reporting period, compared with four in the previous period. Three of these cases involved labor trafficking, marking the first labor trafficking investigations in Malta's history. Authorities initiated prosecutions of seven suspected traffickers, the same number as in the previous period. The government has not achieved a trafficking conviction since early 2012. The prosecution of a police officer for alleged involvement with the trafficker convicted in 2012 remained pending due to an appeal of that conviction. The slow pace of court proceedings hampered prosecutions relying on foreign victims to give testimony in court. The government provided trafficking-specific training for police officers, but did not offer training for prosecutors or the judiciary. Frequent turnover of vice unit investigators, who also serve as prosecutors, presented a challenge to authorities working to ensure all stakeholders receive specialized training. Observers reported the need for additional training for police officers and judges on working with victims.

PROTECTION

The government made progress in protecting victims. Police identified 18 trafficking victims, an increase from seven in the previous period. Ten of the victims originated from a large labor trafficking case, which was under prosecution by Maltese authorities at the close of the reporting period. Authorities' success in identifying more victims was due in part to increased inspections of businesses susceptible to human trafficking, as well as greater awareness-raising of available services. None of the victims identified was a Maltese national or a minor; the government has never identified a child victim of trafficking. Despite the higher number of victims identified, the government halved its 2015 budget for trafficking programs from the previous year to 20,000 euro ($21,800).

The government published a booklet for stakeholders about victim referral procedures. The procedures allowed a range of entities to refer victims to the government's social welfare agency for crisis intervention care, including emergency shelter. Maltese law offered victims a two-month reflection period to recover and contemplate cooperation with law enforcement. Foreign victims who decided to assist police in prosecuting trafficking cases were entitled to a temporary residence permit, police protection, legal assistance, and the right to work. The government issued such permits to four victims during the reporting period, and the remainder of victims assisting law enforcement already had valid residence permits. Three victims filed a case against their employer for unpaid wages, which was pending as of April 2015; in the previous reporting period, no victims applied for restitution from their traffickers or from the state fund for victims of crime. Observers reported Maltese judges should be more accommodating to requests for closed hearings and video testimony to prevent re-traumatization of victims serving as witnesses. Additionally, observers found the government did not consistently provide translation services and lawyers assigned to victims lacked experience working with traumatized victims. There were no reports the government penalized victims for unlawful acts committed as a direct result of being subjected to trafficking. However, Maltese courts have convicted some minors in prostitution in recent years, and these may have been unidentified victims of sex trafficking.

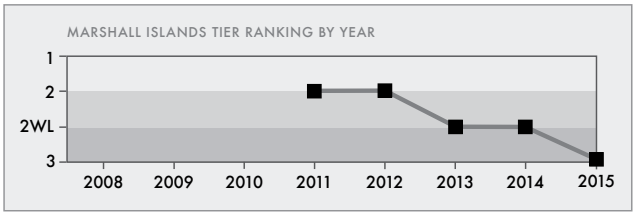
PREVENTION

The government sustained anti-trafficking prevention efforts. The inter-ministerial anti-trafficking committee drafted and approved a 2015-2016 national action plan with input from NGOs. The committee also approved two semiannual reports monitoring the government's anti-trafficking efforts. The government developed and distributed cards listing trafficking indicators and the national helpline number to stakeholders, tourism areas, and places frequented by migrant workers. Authorities carried out 22 inspections of clubs, massage parlors, and other businesses susceptible to sex and labor trafficking. The social welfare agency continued to run a hotline for individuals in need of social services, including trafficking victims. The government did not take measures to reduce the demand for commercial sex acts. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

MARSHALL ISLANDS: Tier 3*

The Republic of the Marshall Islands (RMI) is a source and destination country for RMI women and girls and women from East Asia subjected to sex trafficking. RMI girls are recruited by foreign business owners to engage in prostitution with crew members of foreign fishing and transshipping vessels that dock in Majuro. Foreign women, most of whom are long-term residents, are subjected to forced prostitution in establishments frequented by crew members of Chinese and other foreign fishing vessels; some Chinese women are recruited with promises of legitimate work and, after paying large recruitment fees, are forced into prostitution.

The Government of the Republic of the Marshall Islands does not fully comply with the minimum standards for the elimination of trafficking and was placed on Tier 2 Watch List from 2013-2014. The Trafficking Victims Protection Act provides that a country may remain on Tier 2 Watch List for only two consecutive years, unless that restriction is waived because the government has a written plan to bring itself into compliance with the minimum standards for the elimination of trafficking. The government does not have a written plan; therefore, Marshall Islands is deemed not to be making significant efforts to comply with the minimum standards and is placed on Tier 3. The government failed to effectively implement its anti-trafficking law; government officials have not reported any trafficking prosecutions for four consecutive years. The government made no efforts to proactively identify victims, especially among vulnerable populations, such as foreign and local women in prostitution and foreign men working on fishing vessels in Marshallese waters.



RECOMMENDATIONS FOR THE MARSHALL ISLANDS:

Amend the criminal code to prohibit all forms of trafficking; adopt proactive procedures to identify trafficking victims among vulnerable groups, such as foreign workers and women in prostitution; increase efforts to investigate and prosecute trafficking offenses, and convict and punish traffickers; train law enforcement and judicial officials to implement the anti-trafficking law; designate a lead ministry to coordinate anti-trafficking efforts among government agencies and establish a government anti-trafficking taskforce that can spearhead anti-trafficking efforts; draft and approve a national plan of action that outlines RMI's plan to combat trafficking; prosecute public officials when they are complicit in trafficking activities or hindering ongoing trafficking prosecutions; fund and administer, in cooperation with NGOs and international organizations, protective services for victims; develop and conduct anti-trafficking education and awareness raising campaigns; undertake research to study human trafficking in the country; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government made no anti-trafficking law enforcement efforts. Article 251 of the criminal code prohibits only transnational forms of human trafficking and prescribes penalties of up to 35 months' imprisonment for the trafficking of adults and up to 10 years' imprisonment for the trafficking of children. The penalties for the trafficking of children are sufficiently stringent, but the penalties for trafficking adults are not, and only the penalties for the trafficking of children are commensurate with those prescribed for other serious crimes, such as rape. In addition to trafficking, Article 251 also criminalizes other activities, including labor violations and the promotion of prostitution.

The government did not initiate any new trafficking investigations, compared with one initiated in 2013. The investigation initiated in 2013 involving foreign women in forced prostitution did not result in prosecutions for trafficking offenses or convictions. The government did not provide training to law enforcement or judicial officials on the anti-trafficking law, the identification of victims, or

the prosecution of traffickers. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government made no efforts to identify trafficking victims or ensure their access to protective services. The government did not identify any victims of trafficking for four consecutive years. Law enforcement and social services personnel did not employ systematic procedures to proactively identify trafficking victims among high-risk populations, such as women in prostitution and foreign migrant workers onboard fishing vessels. The government reportedly made available free medical, legal, and police protection services for victims of trafficking, but no formal mechanism existed to verify this assistance was provided to any victims. The government did not provide or allocate funding specifically for the provision of services to victims. The government did not provide legal alternatives to the removal of victims to countries where they may face hardship or retribution and did not provide victims long-term residence visas or legal employment opportunities.

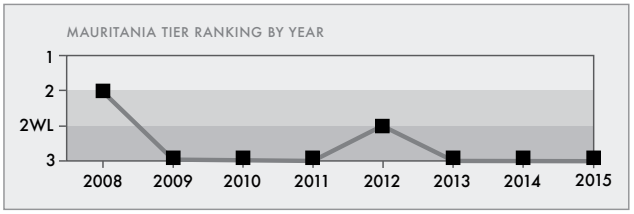
PREVENTION

The government made limited efforts to prevent trafficking. A police officer and attorney general participated in awareness-raising school assemblies, conducted by an international organization, by speaking to students about the crimes of human trafficking and the penalties associated with it. The government's informal taskforce drafted a charter, a required document before the taskforce can draft a national plan of action; the government, however, did not yet approve the charter. The approval of the establishment of a national taskforce on human trafficking also remained pending for the third consecutive year. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government did not take steps to reduce the demand for commercial sex acts or forced labor. The RMI is not a party to the 2000 UN TIP Protocol.

MAURITANIA: Tier 3

Mauritania is a source and destination country for women, men, and children subjected to forced labor and sex trafficking. Adults and children from traditional slave castes in the Black Moor and Afro-Mauritanian communities are subjected to slavery-related practices rooted in ancestral master-slave relationships. Although reliable data on the total number of slaves does not exist, local and international experts agree that slavery continues to affect a significant portion of the country's population in both rural and urban settings. Held for generations by slave-holding families, persons subjected to slavery are forced to work without pay as cattle herders and domestic servants. Separately, some boys from within Mauritania and other West African countries who study at Koranic schools—referred to as *talibes*—are subsequently subjected to forced begging by corrupt imams. *Talibe* victims live in harsh conditions and do not attend school; many are forced to beg for food and to earn a daily financial quota to pay the imam. Boys from low-income families in the Halpulaar community were most vulnerable to forced begging. Children who lacked birth certificates were generally not permitted to enroll in school and were therefore at increased risk to trafficking. Mauritanian girls, as well as girls from Mali, Senegal, The Gambia, and other West African countries, are forced into domestic servitude in Mauritania. Mauritanian women and girls are subjected to sex trafficking in the country or the Middle East. Some enter into forced marriages, facilitated by brokers and travel agencies in Mauritania, and are subsequently exploited as sex slaves overseas. Men from Middle Eastern and North African countries use legally contracted "temporary marriages" as a means to sexually exploit young girls and women in Mauritania. Civil society representatives continued to criticize law enforcement and judicial officials for a failure to appropriately investigate and prosecute slavery cases brought to their attention. In particular, concerns remained regarding official intervention to suppress action against the alleged perpetrators in the one case investigated during the reporting period.

The Government of Mauritania does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government took steps to raise public awareness about human trafficking, including through two televised debates and three symposia on the vestiges of slavery. However, it failed to prosecute or convict any traffickers and did not provide any anti-trafficking training to law enforcement officials. The government did not provide adequate protective services to victims and failed to establish procedures for the proactive identification of victims among persons arrested for prostitution and individuals detained and deported for immigration violations. Additionally, during the reporting period, the government arrested, prosecuted, and convicted several anti-slavery activists, some of whom were sentenced to two years' imprisonment.



RECOMMENDATIONS FOR MAURITANIA:

Increase efforts to investigate and prosecute trafficking offenses—addressing all types of trafficking of adults—and to convict and punish offenders using the 2003 Law Against Trafficking in Persons and the 2007 anti-slavery law; take steps to hold government officials accountable for trafficking-related complicity, including efforts to interfere with criminal investigations; train law enforcement personnel, with an increased focus on measures to identify and refer to protective services trafficking victims from among vulnerable populations, and institute policies to standardize these procedures; provide support for, and access to, legal assistance for adult and child trafficking victims, including through directly submitting criminal claims on victims' behalf through *Tadamoun*; amend Law 2007-048 to allow civil society organizations to file complaints on behalf of slaves; provide funding to civil society organizations providing direct services to victims, including former slaves; increase efforts to coordinate with NGOs to arrange protective services for trafficking victims; with input from civil society representatives, develop and implement a plan to provide economic resources—through monetary or property allotment—to empower members of traditional slave castes to live independently, and ensure these resources reach the targeted communities; and increase efforts to raise public awareness about trafficking, including traditional servitude.

PROSECUTION

The government made negligible anti-trafficking law enforcement efforts. All forms of trafficking, except hereditary slavery, are prohibited by the 2003 Law Against Trafficking in Persons, which prescribes penalties of five to 10 years' imprisonment for violations. These penalties are sufficiently stringent and exceed those prescribed for serious crimes, such as rape. Slavery, including hereditary slavery, is prohibited by Law 2007-048, enacted in September 2007; a 2013 law against slavery and torture broadens the 2007 law's 10-year statute of limitations. The 2007 law defines slavery and prescribes a sufficiently stringent penalty of five to 10 years' imprisonment for violations. Its effectiveness is impaired by a requirement that slaves file a legal complaint before prosecution can be pursued, as well as by barring NGOs from filing complaints on behalf of slaves—many of whom are illiterate. Although the National Agency to Fight against the Vestiges of Slavery, Integration, and the Fight against Poverty, known as *Tadamoun*, has the authority to submit complaints on behalf of victims, it did not do so during the reporting period.

The government investigated one slavery case identified by an NGO, but did not prosecute or convict any traffickers during the reporting period. In the single investigation conducted, the government initially arrested an alleged slave master, but ultimately did not file charges under the 2007 anti-slavery law and released the slave master; it is unclear whether the government will bring the case to trial. NGOs reported referring approximately 4,000 cases of child labor to the police; however, none resulted in any investigations, prosecutions, or convictions for forced child labor. The government did not provide any specific anti-trafficking training during the reporting period. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

The government arrested, prosecuted, and convicted several anti-slavery activists during the reporting period, drawing international attention to the government's attempts to suppress civil society representatives advocating against slavery and systematic discrimination in Mauritania. In November 2014, law enforcement arrested nine prominent anti-slavery activists and charged them for leading unregistered organizations, organizing an unauthorized rally, and resisting arrest; ultimately, the government convicted six of the activists. The government sentenced three activists to one year of prison and a fine of 40,000 ouguiya ($130); their prison term was ultimately suspended and they were released. However, the government sentenced the other three activists to two years' imprisonment; at the close of the reporting period, the activists were serving their sentences while their cases were under appeal.

PROTECTION

The government maintained limited efforts to protect victims of human trafficking, including those exploited in traditional slavery. The Ministry of Social Affairs, Childhood, and the Family continued to operate five public centers for the protection and social integration of children and in November 2014, opened a sixth center in Nouakchott; 321 children in need received services from the centers, but it is unknown how many of these children may have been trafficking victims. The government allocated 35 million ouguiya ($115,000) to these facilities. These facilities provided only short-term protections and generally returned children to their families or the imams who facilitated their exploitation. NGOs continued to provide the majority of protection services to trafficking victims without financial or in-kind support from the government. One NGO identified and cared for 257 girls rescued from domestic servitude.

Lack of available long-term rehabilitative care in Mauritania made many victims vulnerable to re-trafficking. The absence of measures to identify trafficking victims among vulnerable populations may have led to victims being punished for acts committed as a result of being subjected to trafficking. For example, in 2014, 6,400 undocumented migrants were detained and deported without screening. In addition, officials often jailed women suspected of prostitution, some of whom may have been trafficking victims. Mauritania does not provide legal alternatives to the removal of foreign victims to countries where they may face hardship or retribution.

PREVENTION

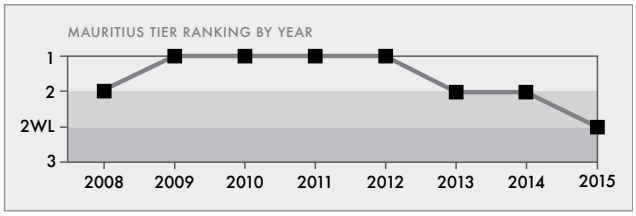
The government sustained modest efforts to prevent human trafficking. In March 2014, the government adopted a national strategy made up of recommendations from the UN Special Rapporteur on Contemporary Forms of Slavery; however, implementation was limited. In October 2014, the government hosted two televised debates on slavery with government officials and anti-slavery activists; however, the panelists were predominantly government officials, and civil society members were underrepresented. The Ministry of Islamic Affairs, in collaboration with the National Union of Imams, hosted three symposia to raise awareness about what the government calls "the vestiges of slavery." The government made no effort to reduce the demand for forced labor or commercial sex acts. The government did not provide anti-trafficking training or guidance for its diplomatic personnel or peacekeeping troops deployed abroad; however, a foreign donor provided Mauritanian peacekeeping troops with anti-trafficking training.

MAURITIUS: Tier 2 Watch List

Mauritius is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Secondary school-aged girls and, in fewer numbers, younger girls from all areas of the country, including from Rodrigues Island, are induced or sold into prostitution, often by their peers, family members, or by businessmen offering other forms of employment. Taxi drivers provide transportation and allegedly introduce girls and clients. Girls and boys whose mothers engage in prostitution reportedly are vulnerable to exploitation in prostitution at a young age. Some women addicted to drugs are forced into prostitution. Women from Rodrigues Island are subjected to forced labor in domestic service in Mauritius. In recent years, small numbers of Mauritian adults have been identified as labor trafficking victims in the UK, Belgium, and Canada. Malagasy women transit Mauritius *en route* to employment as domestic workers in the Middle East, where they often are subsequently subjected to forced labor and sex trafficking. In previous reporting periods, Cambodian fishermen were subjected to forced labor on foreign fishing boats in Mauritius' territorial waters. Mauritius' manufacturing and construction sectors employ approximately 37,000 foreign migrant workers from India, China, Bangladesh, Sri Lanka, and Madagascar, some of whom are subjected to forced labor.

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

is making significant efforts to do so. During the reporting period, the government made modest efforts to identify and provide protective services to child victims of sex trafficking and continued to conduct extensive public awareness campaigns to prevent child sex trafficking and reduce the demand for commercial sex acts involving children. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Mauritius is placed on Tier 2 Watch List. The government did not prosecute or convict any trafficking offenders during the reporting period. Additionally, there remained a general lack of understanding among law enforcement of trafficking crimes outside the realm of child sex trafficking, despite increasing evidence that other forms of trafficking exist in Mauritius, including the forced labor of adults. The government failed to identify or provide any protective services to adult labor trafficking victims and did not make any tangible efforts to prevent the trafficking of adults during the reporting period. For example, despite the presence of approximately 37,000 migrant workers in Mauritius, the government maintained a severely inadequate number of inspectors in its Special Migrant Worker Unit tasked with monitoring employment sites, and failed to proactively identify trafficking victims among workers protesting employment abuses. Instead, the government deported 20 such workers during the reporting period.



RECOMMENDATIONS FOR MAURITIUS:

Use anti-trafficking legislation to investigate and prosecute trafficking offenses and convict and punish trafficking offenders, including in cases involving labor trafficking or forced prostitution of adults; provide law enforcement officials, magistrates, prosecutors, social workers, and labor inspectors with specific anti-trafficking training so officials can effectively identify victims, investigate cases, and refer victims to appropriate care; increase coordination between law enforcement entities, NGOs, and international organizations on cases involving foreign trafficking victims; establish procedures to guide officials in proactive victim identification among at-risk populations, including women in prostitution and migrant workers; create an inter-ministerial committee to increase coordination among relevant government entities; develop a national action plan to combat trafficking and allocate sufficient funding to implement the plan; increase the number of labor inspectors responsible for monitoring the employment of migrant workers; and conduct a national awareness campaign on all forms of trafficking.

PROSECUTION

The government sustained modest anti-trafficking law enforcement efforts relating to child sex trafficking, but failed to make any tangible law enforcement efforts to address adult forced labor during the reporting period. The Combating of Trafficking in Persons Act of 2009 prohibits all forms of trafficking of adults and children and prescribes penalties of up to 15 years' imprisonment for convicted offenders. In addition, the Child Protection Act of 2005 prohibits all forms of child trafficking and prescribes punishment of up to 15 years' imprisonment; the Judicial Provisions Act of 2008 increased the maximum prescribed punishment for child trafficking offenses to 30 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. During the reporting period, the government reported nine trafficking investigations, but no prosecutions or convictions. This is a decrease from the previous reporting period, when the government initiated five prosecutions but failed to convict trafficking offenders. Eight of the investigations involved child sex trafficking offenses and one involved the forced prostitution of an adult; all the investigations remained pending at the close of the reporting period.

The government has never reported any prosecutions involving adult victims of sex trafficking. It has never taken any law enforcement action against labor trafficking offenses, including forced labor on foreign fishing boats illegally operating in Mauritius' territorial waters and forced labor of migrant workers in the construction and manufacturing industries. The Minor's Brigade of the Mauritian Police Force referred 14 cases of child labor to the Ministry of Labor, Industrial Relations, and Employment (MOL), but no additional law enforcement action was taken; some of these cases might have involved child labor trafficking. Although the police included training on trafficking to approximately 330 new police recruits as part of their basic training requirements, with the exception of cases involving child sexual exploitation, there remained a lack of understanding of trafficking among law enforcement and Mauritian officials generally. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking during the reporting period.

PROTECTION

The government sustained efforts to protect child sex trafficking victims, but failed to identify or provide adequate protective services to other trafficking victims, including adults. The government identified two child sex trafficking victims during the reporting period, a decrease from seven victims identified in 2013. The Minors Brigade systematically referred all cases of identified children in prostitution to the Child Development Unit (CDU) of the Ministry of Gender Equality, Child Development, and Family Welfare for assistance. CDU officials referred one victim to a multipurpose NGO shelter for care. The government paid the NGO approximately 7,565 rupees ($239) per month to care for the child. The other victim was returned to her family. The government provided the two victims with medical and psychological assistance in public clinics and child welfare officers accompanied them to these clinics; police worked in conjunction with these officers to obtain statements from the children. The government, partially in collaboration with a local NGO, provided two trainings on child sexual exploitation offenses to 83 government officials; these trainings focus on victim protection measures. The MOL does not proactively identify child labor trafficking victims and does not have a formal referral mechanism to ensure such victims receive care.

The government failed to identify or provide any services to adult victims of labor trafficking. The government identified one adult sex trafficking victim; however, it is unclear whether the government provided any services to this victim. Due to the lack of understanding of human trafficking among law enforcement, some adult victims of forced prostitution and forced labor may have been penalized for unlawful acts committed as a direct result

of being trafficking. For example, law enforcement officers and prosecutors generally did not investigate whether adult women were involuntarily engaging in prostitution. During the reporting period, immigration officials regularly turned back single Malagasy women, traveling on their own, with less than 4,200 rupees ($132) who attempted to enter the country on tourist visas on the grounds that they might be coming to Mauritius to engage in prostitution; some of these women might have been trafficking victims. Additionally, under Mauritian law, migrant workers who strike are considered to be in breach of their employment contracts and can be deported at the will of their employers. Some migrant workers who gathered to protest abuses relating to their employment were deported during the reporting period; these deportations took place without conducting comprehensive investigations or screenings to identify if the individuals were victims of forced labor. The 2009 anti-trafficking law specifically provides legal alternatives, such as temporary residency, to removal to countries in which the trafficking victims would face retribution or hardship.

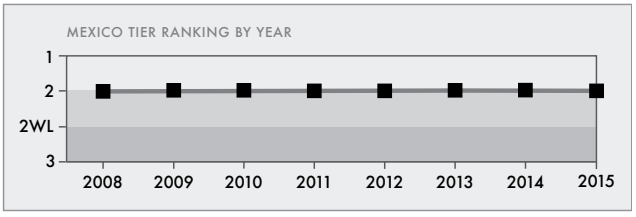
PREVENTION

The government sustained strong efforts to prevent the sex trafficking of children and reduce the demand for commercial sex acts, but demonstrated weak efforts to prevent other forms of trafficking. The Police Family Protection Unit and the Minors Brigade continued extensive public awareness campaigns on child abuse and child rights at schools and community centers that included information on the dangers and consequences of engaging in or facilitating child prostitution. The Ministry of Tourism and Leisure also distributed pamphlets warning tourism industry operators of the consequences of engaging in or facilitating child prostitution. However, the government does not have an inter-ministerial coordinating body or a national action plan dedicated to combating all forms of trafficking. The government did not conduct any awareness campaigns relating to other forms of trafficking and did not make any discernible efforts to reduce the demand for forced labor during the reporting period. The MOL did not investigate child labor cases during the reporting period, despite receiving information on such cases from the police. The MOL is required to approve all employment contracts before migrant laborers enter the country. However, reports indicate many migrant laborers enter the country with incomplete contracts or contracts that have not been translated into languages that the workers understand. Additionally, the MOL's Special Migrant Workers Unit, which is responsible for directly monitoring and protecting all migrant workers and conducting routine inspections of their employment sites, was staffed by only four inspectors; this number of inspectors is severely inadequate, as there are approximately 37,000 migrant workers currently employed in Mauritius. The government provided anti-trafficking training or guidance for its diplomatic personnel.

MEXICO: Tier 2

Mexico is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Groups considered most vulnerable to human trafficking in Mexico include women, children, indigenous persons, persons with mental and physical disabilities, migrants, and LGBT Mexicans. Mexican women and children, and to a lesser extent men and transgender Mexicans, are exploited in sex trafficking within Mexico and the United States. Mexican men, women, and children are exploited in forced labor in agriculture, domestic service, food processing, construction, the informal economy, begging, and vending in both the United States and Mexico. Press reports state some Mexican citizens have wages systematically withheld, are held in debt bondage in agriculture, and are indebted to recruiters or to company stores. Residents at some substance addiction rehabilitation centers and women's shelters have been subjected to forced labor and sex trafficking. The vast majority of foreign victims of forced labor and sex trafficking in Mexico are from Central and South America. Victims from other regions have also been identified in Mexico, some *en route* to the United States. Child sex tourism persists, especially in tourist areas and in northern border cities. Many child sex tourists are from the United States, Canada, and Western Europe. Organized criminal groups profit from sex trafficking and force Mexican and foreign men, women, and children to engage in illicit activities, including as hit men; lookouts; and in the production, transportation, and sale of drugs. Trafficking-related corruption among public officials, especially local law enforcement, judicial, and immigration officials, is a significant concern. Some officials extort bribes and sexual services from adults and children in prostitution; extort irregular migrants, including trafficking victims; falsify victims' documents; threaten victims with prosecution if they will not file official complaints against their traffickers; accept bribes from traffickers; facilitate movement of victims across borders; operate or patronize brothels where victims are exploited; or fail to respond to trafficking crimes, including in commercial sex locations.

The Government of Mexico does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities engaged in a variety of prevention activities and released for the first time a national anti-trafficking action plan and a national report on human trafficking. Eleven states and the Federal District also created or reconfigured anti-trafficking commissions to strengthen interagency efforts. The government reported increased trafficking convictions, though data on victim identification and law enforcement efforts were often unreliable, and it was unclear how many of these convictions were for trafficking as defined by international law. Official complicity continued to be a serious and largely unaddressed problem. Law enforcement efforts were insufficient to deal with the scale of the trafficking problem, particularly for forced labor, and authorities did not report how many labor traffickers, if any, were convicted. Government funding for specialized victim services and shelters remained inadequate and these services were virtually nonexistent in much of the country, leaving the significant number of reported victims vulnerable to re-trafficking.



RECOMMENDATIONS FOR MEXICO:

Increase funding for the provision of specialized victim services and shelters in partnership with civil society, and refer victims of all forms of trafficking to services and provide them adequate protection; strengthen efforts to investigate and prosecute

trafficking offenses, and convict and punish traffickers, especially for forced labor crimes; increase efforts to hold public officials complicit in trafficking accountable through prosecutions and convictions; enhance formal procedures to identify victims among vulnerable populations, such as people in prostitution and undocumented migrants, and to refer them to appropriate care; modify anti-trafficking laws at the federal and state levels to reflect the international anti-trafficking law; increase the ability of regional and state coalitions and specialized units to more effectively respond to trafficking cases through increased funding and trained staff; verify through increased training and monitoring that victims are not coerced into testifying against traffickers or treated as traffickers; strengthen data collection efforts; provide effective protection for witnesses and victims testifying against traffickers; increase training on victim identification and treatment for government employees; and improve coordination mechanisms between federal, state, and local authorities.

PROSECUTION

The government continued uneven law enforcement efforts. Authorities reported an increase in the number of trafficking sentences at the federal and state levels, but it was unclear how many of these sentences involved trafficking as defined by the 2000 UN TIP Protocol, and law enforcement efforts were undermined by significant official complicity in trafficking crimes. The general anti-trafficking law of 2012 prohibits all forms of human trafficking, prescribing penalties ranging from five to 30 years' imprisonment; these penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. However, the law is overly broad as it establishes the use of force, fraud, and coercion as aggravating factors rather than essential elements of the crime and defines facilitating or profiting from the prostitution of others, illegal adoption, and possession and distribution of child pornography as forms of human trafficking. Federal officials have jurisdiction over all international trafficking cases and all cases that take place on federally administered territory, involve organized crime, or involve allegations against government officials. States investigate other internal trafficking cases. While most states have specific trafficking laws, only some state laws criminalize all forms of trafficking, and inconsistencies among state laws complicated interstate investigations and prosecutions. Cases involving individuals who may have been forced by criminal groups to engage in illicit activities were not handled as potential trafficking cases, despite indicators of force or coercion.

Partial data based on the broad definition of trafficking in the 2012 law indicated federal authorities initiated 253 investigations and state entities initiated at least 196 investigations for trafficking in 2014, compared with 139 federal investigations and 458 state investigations reported in 2013. Authorities did not report the number of trafficking prosecutions initiated in 2014, compared with 30 federal prosecutions and approximately 177 state prosecutions reported in 2013 government data. Mexican authorities reported sentencing three traffickers at the federal level and at least 108 at the state level in 2014; this represented an increase in reported sentences from 2013 when authorities did not issue any federal trafficking convictions and only 73 at the state level, including 38 in the federal district. It was unclear how many of these convictions were for trafficking crimes as defined by the 2000 UN TIP Protocol, and officials did not report the range of sentences. Of the 2014 convictions, 78 were for sex trafficking in the federal district.

In many parts of the country, law enforcement focused on investigating bars and nightclubs for administrative irregularities, as opposed to intelligence-based operations targeting traffickers. NGOs reported the overly-broad law led some officials to focus on targeting people in prostitution instead of focusing on individuals experiencing force, fraud, or coercion. Some public officials conflated trafficking with migrant smuggling and prostitution. Investigations and prosecutions were sometimes delayed while authorities determined which prosecutors had jurisdiction or coordinated with officials in other parts of the country, to the detriment of both the criminal case and the victims. The 2012 law obligated states to have a dedicated human trafficking prosecutor, but many states lacked funding to employ one. Some officials' lack of understanding of trafficking led to cases being tried as more minor offenses as well as traffickers' acquittals. Authorities maintained strong law enforcement cooperation with U.S. officials, partnering on at least 15 joint law enforcement operations, one of which resulted in a victim being reunited with her two children. Mexican authorities also enhanced law enforcement cooperation with the United States by forming a new working group to exchange information on human trafficking and migrant smuggling investigations. Some federal government agencies hosted anti-trafficking training with foreign donor support and funding, but much specialized training was provided by foreign governments and civil society.

Women in prostitution in Mexico City stated officials forced them to sign declarations accusing detained individuals of trafficking, raising serious concerns about law enforcement tactics. Labor officials in the capital certified some people independently engaged in prostitution to prevent them from being detained or extorted by authorities. Women at nightclubs and other establishments launched protests in response to authorities' reported use of violence during anti-trafficking operations in Mexico City. NGOs also reported officials often re-victimized trafficking victims by their lack of sensitivity. Despite ongoing reports of extensive official complicity, authorities did not report any prosecutions or convictions of government employees complicit in trafficking in 2014; the government has not reported convicting a complicit official since 2010. Authorities apprehended a municipal employee wanted for trafficking in Oaxaca but did not report new investigations of complicit officials in 2014. The government did not report the status of the 2013 investigation of two Tijuana police officers for exploiting a sex trafficking victim or the status of the 2012 investigation of a Chihuahua state employee charged with forced labor.

PROTECTION

The government continued to provide limited specialized services for trafficking victims. Some government institutions had informal victim referral procedures, but most government officials lacked clear guidelines for identifying and referring victims to care services. Immigration agents continued to ask detained migrants if they were trafficking victims and lacked in-depth screening mechanisms. NGOs were critical of the government's ability to accurately identify trafficking victims among vulnerable populations, such as migrants. Anti-trafficking experts and people in prostitution reported officials often did not always differentiate between sex trafficking victims and women in prostitution—due in part to the overly broad anti-trafficking law—making victim identification statistics unreliable. The government reported identifying 1,570 Mexican trafficking victims but did not report how many were exploited in forced labor or sex trafficking. In 2013, in comparison, federal entities reported identifying and assisting over 1,000

victims, though a government-issued report cited two different victim identification numbers; this contradiction highlighted data integrity concerns.

It was unclear how many identified victims received particular services—such as shelter—and victim services in most parts of the country remained inadequate in light of the significant number of trafficking victims identified by NGOs and officials. The Special Prosecutor's Office for Violence Against Women and Trafficking in Persons (FEVIMTRA) received 10 million pesos ($680,000) in 2014 to address the rights of assistance to female victims of extreme violence, including human trafficking. NGOs, many receiving foreign donor or private funding, provided the majority of specialized assistance. Coordination between federal, state, and local officials on victim services and case management was weak. The Mexican consular network in the United States provided support to 21 labor trafficking victims and an unknown number of sex trafficking victims in 2014. FEVIMTRA operated a high-security shelter in Mexico City for female victims of sex trafficking and other forms of extreme violence who were participating in the legal process against their exploiters. The shelter housed an unspecified number of trafficking victims for up to three months; victims were not allowed to leave the shelter alone, reportedly due to safety concerns. NGOs raised concerns this arrangement re-traumatized some victims, leading some victims to flee the shelter. Government entities at the federal and state level provided some victims with emergency services, such as medical attention, food, and temporary lodging. Shelters for vulnerable children under the age of 13 and for female victims of violence did not report how many trafficking victims they assisted in 2014. Experts and victims cited the need for open shelters with specialized services for trafficking victims including access to psychosocial care and reintegration services, particularly job training. Government-funded services for male and forced labor victims were particularly weak. The national human rights commission (CNDH) reported cases of victims housed in inappropriate accommodations, such as migration detention centers, and noted the lack of services for victims with specific needs, such as drug addiction. A federal victim assistance protocol was drafted in 2014 but remained pending; some states also drafted victim care protocols.

Many victims were afraid to identify themselves as trafficking victims, and few sought legal remedies due to their fear of retribution from traffickers, the lack of specialized services, or a lack of trust in authorities. Mexican law has provisions to protect victims from punishment for unlawful acts committed as a direct result of being subjected to trafficking, but there were reports some victims were punished in practice. Some officials transferred victims to the National Institute of Migration (INM) for detention and deportation due to victims' legal status or lack of formal identification as trafficking victims. Foreign trafficking victims could legally be eligible for refugee status independent of any decision to testify against suspected traffickers, though civil society reported this legal alternative to deportation was often not provided in practice. Many foreign trafficking victims returned to their countries of origin after giving testimony, in some cases due to a lack of adequate shelter or information about their rights. INM reported providing food and migratory assistance to 29 foreign trafficking victims in 2014 and issued 25 authorizations to remain in the country on the basis of humanitarian issues—which could be renewable on a yearly basis depending on the victims' specific circumstances—compared with 47 victims assisted in 2013. In some cases, authorities shared victims' names and case details with the press. It was unclear if any trafficking victims were awarded restitution.

PREVENTION

Federal and state authorities engaged in a range of anti-trafficking prevention efforts, though overall prevention efforts were inadequate given the magnitude of the problem. The interagency anti-trafficking commission met twice a year to coordinate federal government efforts and released a report on 2013 national anti-trafficking efforts. The government released a national action plan for 2014-2018, but did not dedicate additional funds to implement the plan. Experts reported interagency coordination at the federal and state levels was uneven, though several jurisdictions reported increased anti-trafficking activity.

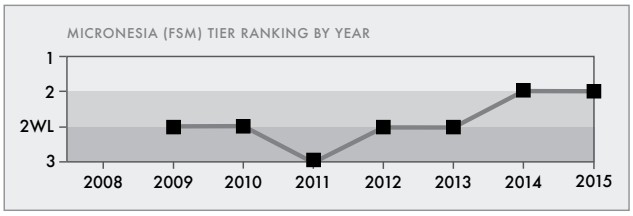
Twenty-two states had state-level anti-trafficking committees, of which 12 were launched or reconfigured in 2014, and which varied in effectiveness. Federal and state governments engaged in a variety of awareness-raising activities, including by distributing educational materials—including in indigenous languages and sign language—and publicizing phone numbers to report trafficking crimes anonymously. CNDH conducted extensive anti-trafficking training and awareness sessions for a range of audiences. The Federal District government provided funding to an anti-trafficking hotline for the capital. Authorities eliminated charges for documents allowing Guatemalan and Belizean citizens to work along the southern border, and established an additional center in Guatemala to register people for the card. Authorities did not report efforts to criminally punish fraudulent labor recruiters. Officials continued efforts to prevent child sex tourism through training sessions, partnering with the tourism chamber of commerce, and distributing awareness materials to reduce the demand for sexual exploitation of children in tourism destinations. While the government investigated some child sex tourism cases, it did not report how many child sex tourists it prosecuted or convicted, if any, and some NGOs alleged that some corrupt local officials allowed child sex tourism to occur. Authorities reported no efforts to reduce the demand for forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel.

MICRONESIA, FEDERATED STATES OF: Tier 2

The Federated States of Micronesia (FSM) is a source, transit, and, to a limited extent, a destination country for men, women, and children subjected to forced labor and sex trafficking. The groups most vulnerable to trafficking in FSM include foreign migrant workers and Micronesian women and girls who allegedly engage in prostitution at restaurants frequented by crew members of docked Asian fishing vessels. FSM women are recruited with promises of well-paying jobs in the United States and its territories, but are subsequently forced into prostitution or domestic labor upon arrival. Local authorities claim many sex trafficking cases are unreported due to victims' fear of embarrassment in FSM's insular communities. Foreign migrants from Southeast Asian countries report working in conditions indicative of human trafficking on Asian fishing vessels in FSM or its territorial waters.

The Government of the Federated States of Micronesia does not fully comply with the minimum standards for the elimination of

trafficking; however, it is making significant efforts to do so. During the reporting period, the FSM government continued a prosecution initiated in 2013 involving one alleged Micronesian offender and eight Micronesian victims. It also continued to coordinate efforts across four states to implement the national plan of action. The government did not, however, identify any trafficking victims, despite evidence of trafficking in investigations involving foreign crew on fishing vessels. The government did not initiate new prosecutions against suspected traffickers. It continued to lack a formal system to identify or refer victims to appropriate services. The government did not allocate specific budgetary funding for victim protection and assistance, but provided protection and assistance for eight Chuukese victims identified in a previous reporting period.



RECOMMENDATIONS FOR THE FEDERATED STATES OF MICRONESIA:

Develop and implement procedures for the proactive identification of trafficking victims among vulnerable populations, such as people on fishing vessels in FSM or its territorial waters, women and girls in prostitution, and FSM nationals migrating to the United States for work; increase efforts to investigate and prosecute trafficking offenses, and convict and punish traffickers; develop and implement a victim referral system and establish specialized protective services for trafficking victims; continue to implement the national plan of action; and continue to collaborate with traditional leaders to raise awareness of trafficking and to break away from customary practices that render Micronesians vulnerable to trafficking.

PROSECUTION

The government maintained anti-trafficking law enforcement efforts. The national anti-trafficking law prohibits all forms of trafficking, and prescribes penalties of up to 15 years' imprisonment for adult trafficking, 30 years' imprisonment for child trafficking, and fines up to $50,000; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. FSM's four states have laws that implement the national law. Pohnpei state's law prohibits sex trafficking of children and forced labor of adults, but not sex trafficking of adults; it prescribes penalties for these crimes of up to 10 years' imprisonment, fines up to $10,000, or both. Chuuk state's law includes the same prohibitions, but prescribes penalties of up to 15 years' imprisonment for forced labor, 25 years' imprisonment for child trafficking, fines up to $10,000, or both. Kosrae state's law prohibits all forms of trafficking and prescribes penalties of 10 years' imprisonment, fines up to $20,000, or both. Yap state's law prohibits all form of trafficking and prescribes penalties of up to 15 years' imprisonment, fines up to $1,000,000, or both. Penalties in each of these four states are sufficiently stringent and commensurate with penalties prescribed for other serious offenses.

The government initiated two new investigations, compared with three in 2013, of suspected trafficking offenses involving more than 50 Indonesian and Vietnamese men serving as the crew of six different boats. Both cases were treated as smuggling cases despite evidence of human trafficking, such as confiscation of crew members' passports, exploitative working conditions onboard the vessels, and the crew's severe malnutrition. Three investigations of suspected sex trafficking offenses initiated last year remained pending at the end of the reporting year. One prosecution, a case from 2009 against a Micronesian man for the exploitation of eight Chuukese females, had its first hearing in February 2015; the case remained pending at the end of the reporting period. The government provided $20,852 to the Yap and Kosrae State Police for training on anti-trafficking investigation and reporting procedures. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses.

PROTECTION

The government demonstrated inadequate efforts to identify and protect trafficking victims. It did not identify any new trafficking victims, even in cases in which elements of forced labor were present, and did not develop or implement a system to identify trafficking victims among vulnerable groups, such as foreign workers, women and children in prostitution, or men stranded on boats in the FSM waters or ports. Two cases involving six boats were seen as smuggling cases; however, the government provided food and general medical care to the men found onboard during the investigation and prosecution of the case and coordinated with their respective embassies to repatriate them. The government made no efforts to refer potential trafficking victims to specialized trafficking services or allocate resources to provide such services. The government continued to provide hotel accommodation, food, security, and flights between Chuuk and Pohnpei for the eight Chuukese victims identified in a 2009 trafficking case. The government reported that any identified trafficking victims would have access to limited social services, such as the mental health program at a hospital in Kosrae state and legal assistance provided to victims of general crime through the public defenders offices at the national and state level. FSM officials did not provide legal alternatives to the removal of foreign trafficking victims to countries where they may face hardship or retribution, or incentives to participate in trials. There were no reports of potential trafficking victims being punished for crimes committed as victims of trafficking; however, the government identified no victims.

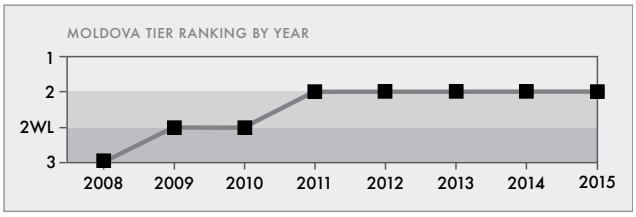
PREVENTION

The government maintained efforts to prevent trafficking. As part of the January 22 National Trafficking Day, the government launched a trafficking awareness campaign in all four states. National Trafficking Day activities included remarks by President Mori, other high ranking officials, members of civil society, and students. The government spent $92,500 for its anti-trafficking efforts in 2014, an increase from $75,000 in 2013. The government continued to provide $190,000 for the two migrant resource centers in Pohnpei and Chuuk, where representatives of national and state law enforcement, local churches, and women's groups received anti-trafficking training. The government did not develop or disseminate campaigns aimed at reducing the demand for commercial sex acts; it met with agents and owners of foreign fishing companies to discuss implications of labor trafficking. The government did not provide anti-trafficking training for its diplomatic personnel.

MOLDOVA: Tier 2

Moldova is primarily a source country for men, women, and children subjected to sex trafficking and forced labor. Moldovan victims are subjected to sex and labor trafficking within Moldova and in Russia, Ukraine, Turkey, United Arab Emirates, Greece, Cyprus, and other countries. Women and minors are subjected to sex trafficking in Moldova in brothels, saunas, and massage parlors. Moldovan men are subjected to forced labor in agriculture and construction in Ukraine and Russia; Moldovan women are also subjected to forced labor in agriculture in Ukraine. Foreign tourists, including those from Europe, Thailand, Australia, Israel, and the United States, subject Moldovan children to commercial sexual exploitation. The breakaway region of Transnistria remains a source for victims of both sex and labor trafficking. Corruption in the judicial system poses an acute challenge for bringing traffickers to justice. Official complicity in trafficking is a significant problem in Moldova.

The Government of Moldova does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government convicted more traffickers, but judicial corruption impeded prosecutions and influenced outcomes of cases. The government did not open any new criminal cases against officials involved in trafficking-related crimes and convicted only one complicit official. The government maintained victim identification efforts and increased funding for victim assistance. Victims and witnesses were reluctant to participate in trials due to insufficient protection afforded by the government.



RECOMMENDATIONS FOR MOLDOVA:

Vigorously investigate, prosecute, and convict traffickers with appropriately dissuasive sentences; increase efforts to convict and sentence government officials complicit in human trafficking; implement measures to address corruption in the judicial sector to improve outcomes of trafficking cases; improve protection of victims and witnesses during court proceedings; reform the criminal procedure code to allow for wiretapping of suspected traffickers without prior notification and investigation of suspected traffickers' finances to avoid an overreliance on victim testimony as evidence; continue prosecutions for witness tampering and intimidation; train police, judges, and prosecutors on a victim-centered approach to investigations; facilitate compensation for damages suffered by victims in accordance with Moldova's criminal code; provide victims access to medical insurance per Moldovan law; and do not punish victims for crimes committed as a direct result of being subjected to human trafficking.

PROSECUTION

The government increased law enforcement efforts, but judicial corruption hindered the successful conviction and sentencing of traffickers. Moldovan law prohibits all forms of trafficking through Articles 165 and 206 of the criminal code. Proscribed penalties under these articles are five to 20 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government investigated 175 trafficking cases in 2014, an increase from 155 cases in 2013. The government prosecuted 49 trafficking cases in 2014, a slight decrease from 51 cases in 2013. The government convicted 43 traffickers in 2014, a significant increase from 25 traffickers convicted in 2013. However, six sentences were suspended, and only 37 offenders were sentenced to prison. Of the 37 offenders sentenced to prison, 26 were convicted of sex trafficking, two of labor trafficking, six of sexual exploitation of minors, and three for forcing children to beg. Sentences ranged from five to 13 years' imprisonment.

The Moldovan judiciary often applied sentences that did not correspond with the severity of the crime, imposing only fines or commuted prison terms on convicted traffickers. Convictions have been frequently reversed on appeal for reasons poorly explained by judges. Prosecutors relied almost exclusively on victim testimony, which meant that cases in which the victim was intimidated resulted in acquittals. Prosecutors were not permitted to request detailed information about accused traffickers' finances due to the exemption of human trafficking crimes from the criminal code section on crimes warranting financial investigation. In 2014, prosecutors began charging traffickers and defense attorneys with obstruction of justice when victims were threatened or intimidated. Prosecutors initiated seven criminal cases for witness intimidation during the reporting period, five of which were related to human trafficking; three of the cases went to trial and four remained under investigation.

In mid-2014, the interior affairs ministry's center for investigating and prosecuting trafficking crimes divided into three sections focusing on sex trafficking, labor trafficking, and exceptional cases involving children and organ removal. NGOs reported excellent cooperation with the center, but experts cited lack of resources and corruption as limiting its effectiveness. The government successfully cooperated with Russian, Greek, and Italian authorities and INTERPOL on cases that led to the identification of multiple victims and the initiation of prosecutions against traffickers. The government trained 40 border police officers on identifying labor trafficking and 160 officials and psychologists on interviewing child victims of abuse and sexual exploitation. Candidates for judges and prosecutors were required to complete a 40-hour course on trafficking.

Official complicity remained a significant problem. The government did not initiate any prosecutions of officials for trafficking-related crimes in 2014. Courts convicted only one complicit official, a police investigator sentenced to three years' imprisonment for compelling a person into prostitution, though two of those years were suspended. The government prosecuted the head of a human rights agency for forcing children to beg in Russia and a bailiff for compelling two persons into prostitution; both trials were ongoing as of April 2015. In January 2015, police placed under house arrest the director of Fashion TV-Moldova while investigating his involvement in human trafficking and related crimes; the suspect previously headed the interior affairs ministry's division to combat organized crime and worked in the anti-trafficking center. Courts acquitted the former head of the Biathlon Federation of Moldova of child trafficking charges and applied a 3,000 leu ($164) fine for organizing illegal migration; prosecutors appealed the sentence. Courts still had not issued a verdict in a 2013 case against a police officer who allegedly accepted a bribe to convince his colleagues

to close the investigation of a trafficking case. The government's appeal of a June 2013 Supreme Court decision that overturned the conviction of the head of a child trafficking ring was rejected as inadmissible. Observers suspected corruption in the anti-trafficking center's investigative section and expressed concern over inaction by local and regional law enforcement officials on trafficking cases.

PROTECTION

The government maintained victim identification efforts and increased funding for victim assistance. The government identified 264 trafficking victims in 2014, compared with 262 in 2013, and assisted 85 victims, compared with 105 in 2013. Of the total identified victims, 116 were subjected to sex trafficking, 91 to labor trafficking, 53 to forced begging, and four to forced criminal activities. There were 238 adult victims and 26 minors; the majority of victims, 231, were subjected to trafficking abroad. The government provided 7,256,300 leu ($467,000) to seven domestic violence shelters that assisted trafficking victims, an increase from the 6,011,900 leu ($387,000) provided in 2013. The government fully funded the Chisinau Assistance and Protection Center, which received victims repatriated from abroad, providing 2,899,100 leu ($186,000) in 2014, more than twice the 1,312,100 leu ($84,400) provided in 2013. The government spent 600,000 leu ($38,600) for the repatriation of victims in 2014, a large increase from the 120,000 leu ($7,720) spent in 2013. Teams of local officials and NGOs were present in all regions of Moldova to coordinate victim identification and assistance. The government provided trafficking victims with shelter and medical, legal, and psychological assistance, regardless of their cooperation with law enforcement. Authorities recognized legal aid and long-term reintegration support were insufficient, however, and victims were unable to get free medical insurance. Male victims had access to specialized medical and psychological care. Child trafficking victims were placed with relatives, in foster care, or in rehabilitation clinics that provided specialized medical and psychological care. Child victims 14 years old or younger were interviewed in specialized hearing rooms with recording equipment with the assistance of a psychologist. Reportedly, the government did not adequately protect victims participating in investigations and prosecutions. Shelters had little security and corruption undermined police protection. Prosecutors did not maintain regular contact with the victims nor adequately prepare them for trial. Some victims experienced intimidation in the courtroom and were pressured by traffickers to change their testimony.

Victims had the right to sue traffickers for damages, but most did not due to threats from perpetrators, inability to present proof required by courts, and perceived corruption in the judiciary. A court ordered a trafficker to pay 14 Moldovan labor trafficking victims 32,160 leu ($2,070) each in 2014. Moldovan law provides temporary residence permits to foreign victims willing to cooperate with law enforcement, though none were granted during the reporting period. Moldova's criminal code exempts trafficking victims of criminal liability for committing offenses related to their exploitation. However, the government continued to prosecute a labor trafficking victim for theft because the case was investigated under a statute on forced labor, which does not exempt victims from criminal liability. Moldovan law affords trafficking victims a reflection period—time in which to recover before deciding whether to cooperate with law enforcement—but authorities rarely provided one due to criminal procedure rules that require prosecutors to press charges within strict time limits. Transnistrian victims received support from Moldovan shelters.

PREVENTION

The government maintained considerable efforts to prevent human trafficking. The government adopted its sixth national action plan for 2014-2016. The national anti-trafficking committee secretariat coordinated the government's anti-trafficking response but institutions lacked sufficient resources. The secretariat organized an independent assessment of the implementation of previous national action plans. The government included the labor inspectorate in the national committee to combat labor trafficking. The education ministry trained over 2,600 teachers and school administrators on child abuse, neglect, and trafficking. Secondary education and university students attended classes on trafficking. The government carried out a week-long campaign on traffickers' online recruitment methods and trafficking victim services. The national labor force agency set up a division in 2014 to inform Moldovans about legal employment opportunities abroad. In April 2014, the government adopted guidelines on protecting child victims of trafficking, violence, neglect, and exploitation and launched an information hotline. The government did not make efforts to reduce the demand for commercial sex acts or forced labor. The government provided anti-trafficking training for its diplomatic personnel on identifying trafficking victims.

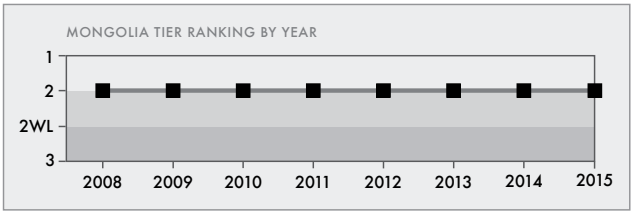
MONGOLIA: Tier 2

Mongolia is a source and, to a lesser extent, a destination country for men, women, and children subjected to forced labor and sex trafficking. Mongolian men, women, and children are subjected to forced labor, and women are subjected to sex trafficking abroad, primarily in China, Hong Kong and, to a lesser extent, Malaysia and Indonesia. Mongolian men are subjected to forced labor in Turkey, Kazakhstan, the United Arab Emirates, and the Czech Republic. Mongolian women and girls are subjected to sex trafficking in Sweden. Women are subjected to domestic servitude or forced prostitution after entering into commercially brokered marriages to Chinese men and, with decreased frequency, South Korean men. There have been reports over the past five years that Mongolian girls employed as contortionists, under contracts signed by their parents, have been subjected to forced labor and sometimes forced begging in Mongolia, Hong Kong, India, Singapore, and Turkey. The majority of repatriated Mongolian victims in 2014 were exploited in China.

Women and girls are subjected to sex trafficking in Mongolia in massage parlors, hotels, bars, and karaoke clubs. Traffickers sometimes use drugs or fraudulent social networking, online job opportunities, and English language programs to lure Mongolian victims into sex trafficking. NGO reports suggest an increasing number of victims from rural areas are subjected to sexual exploitation in Ulaanbaatar. Previous reports allege Japanese tourists engage in child sex tourism in Mongolia. Mongolian children are sometimes forced to beg, steal, or work in the informal construction, horse racing, animal husbandry, mining, agricultural, and industrial sectors—often with the complicity of family members. The vulnerability of some Filipina domestic workers in Mongolia to trafficking remains a concern, although immigration authorities noted the number of undocumented workers has decreased significantly. Thousands of North Korean and Chinese workers employed in Mongolia as contract laborers in construction, production, agriculture, forestry, fishing, hunting, factories, wholesale and retail trade, automobile maintenance, and mining are vulnerable to trafficking. North Korean laborers reportedly do not have

freedom of movement or choice of employment and receive sub-minimum wages while being subjected to harsh working and living conditions. Chinese workers have reported nonpayment of wages. Corruption among Mongolian officials remains a significant problem in the country, impairing anti-trafficking efforts.

The Government of Mongolia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2014, the government passed five implementing regulations for the Law on Victim and Witness Protection, referred 36 potential trafficking victims to an anti-trafficking NGO for assistance, and promulgated a labor trafficking announcement on social media and television networks. The government maintained limited victim protection efforts in 2014. The government convicted one trafficker in 2014, compared with five in 2013 and began implementation of one of the five regulations necessary to allow for full use of the 2012 anti-trafficking law. During the reporting year, the government reduced funding to an NGO-run shelter, and neither finalized nor implemented the national action plan to combat trafficking.



RECOMMENDATIONS FOR MONGOLIA:

Enact all of the remaining regulations needed to fully implement the 2012 anti-trafficking law and train officials on effective implementation; increase efforts to investigate and prosecute trafficking offenses using Article 113, including those involving foreign workers and internal and child sex trafficking cases; investigate allegations of public officials involved in trafficking; allocate more government funds to support anti-trafficking activities, including to NGO-run shelters, other forms of victim assistance and protection, and training of officials; establish formal procedures to guide government officials in victim identification and referral to protective services; cease penalizing trafficking victims for offenses committed as a result of being subjected to trafficking; investigate and pursue claims of forced labor among North Korean and Chinese workers employed in Mongolia; complete drafting and begin implementation of the national plan of action on trafficking; reduce demand for commercial sex acts through proactive awareness campaigns in major transportation hubs; and investigate allegations of child sex tourism.

PROSECUTION

The government maintained its anti-trafficking law enforcement efforts. Mongolia prohibits all forms of human trafficking through Article 113 of its criminal code. Article 113, which defines trafficking in accordance with international law, prescribes penalties up to 15 years' imprisonment for trafficking offenses, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Article 124—inducing others into and organizing prostitution—is a more commonly used statute to prosecute suspected sex trafficking cases, although it does not require proof that force, fraud, or coercion were used, and it prescribes less severe penalties of up to five years' imprisonment. Due to the misconception among many government officials that only girls can be victims of sex trafficking, authorities rarely use Article 113 or Article 124 to prosecute cases in which boys are the victims. Due to ongoing reforms to law enforcement and judicial institutions, jurisdiction for anti-trafficking law enforcement remained nebulous.

In 2014, the National Police Agency investigated eight sex trafficking cases compared with seven in 2013. Two cases were dismissed, two were referred to local police for further investigation after being reclassified under Article 124, and four remained pending at the end of 2014. One investigation of forced labor pending from 2013 resulted in a conviction under Article 121 (forcing a child to labor) and Article 100 (battery/physical abuse). The Judicial General Council reported one case prosecuted and one sex trafficker convicted under Article 113, a decrease from four cases prosecuted and five sex traffickers convicted in 2013; the offender was sentenced to five to eight years' imprisonment. In 2014, the government funded anti-trafficking training courses, conducted by the NGO Gender Equality Center (GEC), for 370 law enforcement officers in nine provinces. However, frequent turnover among prosecutors, judges, and law enforcement officers continued to undermine the effectiveness of such training. The government did not report any investigations, prosecutions, or convictions of officials complicit in trafficking, despite reports alleging officials were involved in some aspects of trafficking.

PROTECTION

The government continued minimal efforts to protect victims. Services for victims continued to be provided principally at two government-funded shelters run by the GEC. The government reduced funding for the GEC shelter during the reporting period; it provided 7.90 million tugrik ($4,000) in 2013 and 5 million tugrik ($2,500) in 2014. NGOs provided the vast majority of protection services for victims, including long-term resources. In 2014, the GEC assisted a total of 49 potential sex trafficking victims, compared with 45 in 2013; 36 of the 49 were referrals from various government agencies. The remaining 13 victims were referred to the GEC by family or friends. Of 49 potential victims the GEC assisted, 14 chose not to refer their cases for prosecution, often due to fears of being punished for unlawful acts committed as a direct result of being subjected to trafficking, including immigration and prostitution violations. The government did not develop systematic procedures for the proactive identification or referral of trafficking victims among vulnerable groups, leaving many victims unidentified and some vulnerable to being punished. In 2014, the Ministry of Justice passed five implementing regulations for the Law on Victim and Witness Protection, which would increase confidentiality and safety measures for trafficking victims. Although the government did not identify foreign victims during the reporting period, the law does not provide legal alternatives for their removal to countries in which they could face retribution or hardship. Foreign laborers in Mongolia, especially Chinese laborers who were vulnerable to human trafficking, were sometimes fined for violating their visa terms and expelled from Mongolia. While Mongolian law does not provide incentives for victims to assist in trafficking investigations and prosecutions, Mongolia established a private victim and witness room at the First District First Instance Criminal Court in Ulaanbaatar, which may increase victim assistance in prosecutions.

PREVENTION

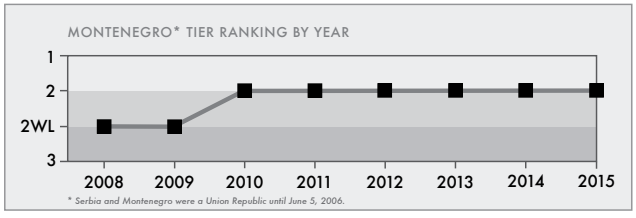
The government made limited efforts to prevent trafficking.

The Anti-Trafficking Sub-Council, the government's coordinating body for anti-trafficking efforts, held senior- and working-level meetings during the reporting year, but for the second consecutive year did not finalize or implement the national action plan to combat trafficking. The government continued work with The Asia Foundation to establish an integrated statistical database. Officials developed and disseminated on social media and television networks a public service announcement on labor trafficking and continued to display trafficking awareness posters in airports and railroad stations. In 2014, authorities continued to provide Mongolian citizens traveling abroad with passport inserts that provided emergency information for trafficking situations; these were distributed at major transportation hubs. The government made no tangible efforts to investigate the labor conditions of North Korean or Chinese contract laborers working in Mongolia. The government did not take any measures to reduce the demand for exploitive labor or commercial sex acts or to address allegations of child sex tourism in the country. In 2014, it provided anti-trafficking training for all deployed peacekeepers. The government did not provide anti-trafficking training or guidance for its diplomatic personnel posted abroad.

MONTENEGRO: Tier 2

Montenegro is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Victims of sex trafficking identified in Montenegro are primarily women and girls from Montenegro, neighboring Balkan countries, and, to a lesser extent, other countries in Eastern Europe. Sex trafficking victims are exploited in hospitality facilities, bars, restaurants, night clubs, and cafes. Children, particularly Roma, are subjected to forced begging. Romani girls from Montenegro reportedly have been sold into marriages in Romani communities in Montenegro and, to a lesser extent, in Kosovo, and forced into domestic servitude. Internationally organized criminal groups occasionally subject Montenegrin women and girls to sex trafficking in other Balkan countries.

The Government of Montenegro does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government maintained strong prevention efforts, but it did not convict any traffickers and acquitted one alleged offender, citing reasons inconsistent with international standards. Other law enforcement efforts were limited; the government initiated five new investigations and prosecuted one suspect. The government provided victim services, but victim identification remained inadequate. In December 2014, the government passed the Foreigners Act, which enables foreign trafficking victims to obtain three- to twelve-month residence permits and requires police to work with NGOs and social workers to determine if a minor is a trafficking victim and eligible to receive healthcare, education, and social services.



RECOMMENDATIONS FOR MONTENEGRO:

Vigorously investigate, prosecute, and convict traffickers, including complicit officials; greatly increase proactive screening of potential victims, especially for children in forced begging and women in forced prostitution; develop a multi-disciplinary approach to proactive victim identification and include civil society groups and NGOs in the national referral mechanism; train law enforcement and judiciary officials on victim assistance and the prosecution of traffickers; train law enforcement, border police, and public officials working with vulnerable populations on victim identification and referral procedures; make efforts to ensure raids to free trafficking victims minimize harm to victims and include arrangements to segregate traffickers from victims, conduct victim-centered interviews, cross-reference victims' accounts, and quickly transition identified victims to post-rescue care and shelter; and encourage trafficking victims' participation in prosecutions in a manner that protects victims.

PROSECUTION

The government continued to make inadequate law enforcement efforts to address human trafficking. Montenegro prohibits sex and labor trafficking through Article 444 of its criminal code, which prescribes penalties of up to 10 years' imprisonment; these penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In 2014, the government launched five trafficking investigations involving 14 suspects, compared with one investigation in 2013. The government initiated the prosecution of one defendant in 2014, the same as in 2013. The government did not secure any new convictions in 2014, a decrease from seven in 2013. In one case, a court dismissed sexual exploitation and forced labor charges against a defendant due in part to the victim being married to the defendant; however, neither Montenegrin nor international law on human trafficking provides for such an exception. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. Authorities provided specialized training for police officers, prosecutors, 260 border officers, 15 labor inspectors, and other officials on victim identification.

PROTECTION

The government continued to make inadequate protection efforts. Though it continued to fund victim services, efforts to identify victims were lacking, particularly among children in forced begging. The government identified two trafficking victims in 2014—one woman and one girl—the same number identified in 2013. Both were subjected to trafficking for purposes of sexual exploitation. Authorities formally identified no labor trafficking victims, despite the police identifying 156 child beggars in 2014. The government provided shelter to both identified sex trafficking victims and one potential sex trafficking victim. Authorities repatriated both victims in collaboration with receiving country officials. No victims participated in the prosecution of their traffickers in 2014. Observers believe the numbers of trafficking cases and victims are underestimated, given the general stigma and fear attached to reporting a criminal case. The police's organized crime unit, responsible for investigating trafficking cases, regularly conducted raids in commercial sex sites, escort agencies, and bars; however, police did not identify any victims through raids in 2014. In cooperation with international organizations, the government disseminated a victim identification checklist containing trafficking

indicators in the form of business cards to all law enforcement agencies, including border police and prosecutors, health and social workers, and school directors. The government allocated 152,422 euro ($184,000) to the anti-trafficking coordinator's office, a seven percent decrease from approximately 164,111 euro ($199,000) in 2013. A portion of this budget funded a shelter for trafficking victims jointly operated with an NGO. The shelter was open to both domestic and foreign victims; male victims were accommodated in separate living quarters in the shelter. Children were accommodated in the shelter separately from adults. Victims could leave the shelter after an assessment made by police, or by the social welfare centers in the cases of children. Authorities offered victims medical, psychological, legal, and social assistance. Montenegrin law provides for the possibility for victim restitution, although there were no cases in which a victim requested or obtained restitution. The law authorizes foreign victims to receive a temporary residence permit lasting from three months to one year, although no victims applied for residency in 2014. In December 2014, Parliament passed the new Foreigners Act, effective as of April 2015, which enables foreign trafficking victims to obtain three- to 12-month residence permits and work authorization. The Act also requires police to work with NGOs and social workers to determine if a minor is a trafficking victim and, therefore, eligible to receive healthcare, education, and social services. The Foreigners Act also guarantees child victims will receive witness protection if necessary and will not be returned to their country of origin if doing so would endanger their wellbeing. There were no reports the government penalized trafficking victims for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

The government maintained strong prevention efforts. The government had an anti-trafficking strategy for 2012-2018 and adopted a 2014 action plan in March 2014; the 2015 action plan was adopted in January 2015. The government produced semiannual reports of the progress made on the strategy and action plan. The anti-trafficking office had the overall lead on anti-trafficking efforts. The head of the office was also the national coordinator for the anti-trafficking taskforce, comprising members from the government, two NGOs, and the international community. NGOs reported good cooperation with government agencies on tasks arising from the action plan. Taskforce members held the first meeting of a coordination team established in September 2014 and met twice to coordinate assistance to two potential trafficking victims. The government organized workshops in high schools and continued to fund the SOS hotline for victims of abuse and domestic violence, including trafficking victims. In addition, the government conducted a national awareness campaign that included a video shown on television stations. Authorities provided specialized training to labor inspectors; however, inspectors failed to identify any cases of forced labor during employment inspections. The government did not make efforts to reduce the demand for commercial sex acts or forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

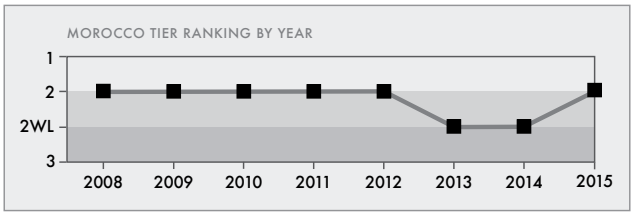
MOROCCO: Tier 2

Morocco is a source, destination, and transit country for men, women, and children who are subjected to forced labor and sex trafficking. Some rural Moroccan girls as young as 6 years old are recruited to work in domestic service in cities and become victims of forced labor, experiencing nonpayment of wages, threats, restrictions on movement, and physical, psychological, or sexual abuse; however, an NGO reported the incidence of child domestic work has decreased since 2005. Some Moroccan boys endure forced labor while employed as apprentices in the artisanal and construction industries and in mechanic shops. Some men, women, and children, primarily from sub-Saharan Africa and South Asia, enter Morocco voluntarily, but illegally, with the assistance of smugglers; upon arrival, some of the women and older girls are coerced into prostitution or, less frequently, domestic service. International organizations and local NGOs report unaccompanied children and women from Cote d'Ivoire, the Democratic Republic of the Congo, and Nigeria are highly vulnerable to sex trafficking and forced labor in Morocco. Some women from the Philippines and Indonesia are recruited for employment as domestic workers in Morocco; upon arrival, some are subjected to forced labor, experiencing nonpayment of wages, withholding of passports, and physical abuse at the hands of their employers. A local NGO noted in 2014 that the lack of a Philippine embassy or consulate in Morocco puts Philippine nationals, particularly domestic workers, at additional risk of trafficking and makes it more difficult for them to receive protection services. Criminal networks operating in Oujda, on the Algerian border, as well as in the northern coastal town of Nador, force undocumented foreign migrant women into prostitution and begging; these networks in Oujda also reportedly force children into begging. Some female migrants who transit Oujda, particularly Nigerians, are forced into prostitution once they reach Europe. In 2014, Morocco experienced a notable increase in the number of Syrian migrants and refugees, though no information about their vulnerability to trafficking in Morocco was available.

Moroccan men, women, and children are exploited in forced labor and sex trafficking primarily in Europe and the Middle East. Moroccan women are forced into prostitution primarily in the United Arab Emirates, Bahrain, Jordan, Libya, Syria, and in Europe; some of them experience restrictions on movement, threats, and emotional and physical abuse. Recruiters reportedly offer Moroccan men jobs in the Persian Gulf, but seize the victims' passports and subject them to debt bondage after arrival. Some Moroccan men and boys, initially lured to Europe by fraudulent job offers, are subsequently forced to sell drugs. Some foreigners, particularly European nationals primarily from France and Spain, engage in child sex tourism in major Moroccan cities.

The Government of Morocco does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In the reporting period, the government moderately improved efforts to support civil society organizations that work with vulnerable migrant populations. It also developed a national anti-trafficking action plan to adopt anti-trafficking legislation. Moroccan law does not prohibit all forms of human trafficking, and officials continued to conflate human trafficking, human smuggling, and illegal migration. The government reported on its modest efforts to investigate and prosecute trafficking and trafficking-related crimes; however, it was unable to provide documentation of the convictions of trafficking offenders in 2014. For several years, the government has failed to proactively identify or provide protective services to trafficking victims among vulnerable populations. It made negligible efforts to screen for trafficking victims among irregular migrants, especially the sub-Saharan migrant community, and authorities continued

to round up, arrest, detain, and deport foreign trafficking victims among this population.



RECOMMENDATIONS FOR MOROCCO:

Enact and implement legislation that prohibits all forms of trafficking and prescribes sufficiently stringent penalties for all forms of human trafficking, distinct from human smuggling; significantly increase investigations, prosecutions, and convictions of trafficking offenders, and ensure stringent sentencing; ensure victims are not punished for crimes committed as a direct result of being subjected to human trafficking, such as immigration violations; proactively identify trafficking victims, especially among the foreign migrant community; develop and implement formal procedures for victim identification and subsequent referral to care; provide funding and in-kind support to NGOs that provide specialized services for trafficking victims, including foreign victims, and refer victims to these service providers; significantly improve law enforcement data collection and reporting, including the disaggregation of data between human trafficking and human smuggling crimes; and conduct public awareness campaigns addressing all forms of trafficking.

PROSECUTION

The government made modest anti-trafficking law enforcement efforts. Morocco lacks an anti-trafficking law, which remained a serious obstacle to successfully prosecuting human trafficking crimes and contributed to confusion among officials in differentiating human smuggling, illegal migration, and human trafficking offenses. Morocco's penal code prohibits forced child labor through Article 467-2, which prescribes punishment of one to three years' imprisonment. The penal code also prohibits forced prostitution and child prostitution through Articles 497-499, which prescribe punishment of up to 10 years' or life imprisonment for crimes found to have occurred with aggravated circumstances. The penal code does not specifically define and penalize sex trafficking. Article 10 of Morocco's labor code prohibits forced labor of a worker; this offense is punishable by a fine for the first offense and a jail term of up to three months for subsequent offenses. With the exception of the punishments for aggravated forced and child prostitution crimes, the penalties are generally insufficiently stringent. The government reported modest law enforcement efforts against potential sex trafficking crimes. The government reported multiple cases involving suspects allegedly engaged in the prostitution and sexual exploitation of children; however, without details on these cases, it was unclear whether they included trafficking offenses and if any trafficking offenders were brought to justice. The government reported it initiated the prosecution of 37 individuals employing children as domestic workers; however, it was unclear whether any of these cases amounted to forced labor. It also reported disbanding 19 human smuggling and trafficking networks in 2013 and 2014, but it did not provide details about efforts to investigate and prosecute criminal actions by such groups. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. The government provided anti-trafficking training for 937 Royal *Gendarmerie* officials/border guards, as well as for other government ministries, NGOs, and journalists at one session held in November 2014.

PROTECTION

The government's efforts to identify and protect trafficking victims remained insufficient. In 2014, the government did not report attempting to identify or proactively identifying victims, including those within vulnerable populations such as irregular migrants and refugees encountered by officials through the government's migrant regularization program. International organizations and NGOs, however, independently identified victims among these populations during the year. As part of its regularization program in 2014, the government issued residence permits and granted access to government services, such as education, health, and employment assistance, for irregular migrants and refugees. Nonetheless, there was no evidence of government services designed specifically to assist trafficking victims or funding allocations for this purpose. The government also did not report providing care for repatriated Moroccan trafficking victims. While the government made services available to women and child victims of violence, through its Ministry of Justice and child reception centers, it did not report on the use of these services by trafficking victims. The government relied heavily on NGOs and charitable organizations to provide protective services to victims, with limited funding or in-kind support. However, NGOs and international organizations reported having an active working relationship with local law enforcement officials, who reportedly referred cases of at-risk children—some of whom may be trafficking victims—to protection services. In addition, in 2014, the Ministry of Moroccans Resident Abroad and Migration Affairs announced it signed partnership agreements with 25 civil society organizations to provide urgent humanitarian services to vulnerable migrant populations, including potential trafficking victims. The government reportedly encouraged victims to provide testimony in the investigation against traffickers and Decree No. 1-11-164 provided greater protections to victims and witnesses that testify against traffickers; however, it did not provide evidence that any victims testified in 2014.

The government failed to protect trafficking victims from prosecution for crimes committed as a direct result of being subjected to human trafficking. NGOs, foreign embassies, and civil society groups reported that, although government raids on migrant communities in the north and refoulements to Algeria decreased in 2014, authorities continued to round up, arrest, detain, and deport illegal foreign migrants, including trafficking victims. Moroccan authorities did not make efforts to identify potential trafficking victims among those arrested and deported; rather, authorities often treated primarily male foreign victims as illegal migrants. Furthermore, in 2014, the media, international organizations, and civil society frequently reported violence—from forcible deportation to loss of life—against sub-Saharan migrants, including potential trafficking victims, at the hands of both Moroccan and Spanish authorities along the borders of the Spanish enclaves of Melilla and Ceuta. The government provided legal alternatives to the removal of foreign victims of trafficking to countries where they might face retribution or hardship.

PREVENTION

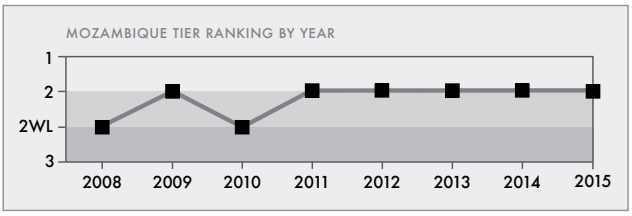
The government made some progress in preventing human

trafficking. In December 2014, the government adopted a national strategy on migration and asylum, which included anti-trafficking measures. The government also developed a national anti-trafficking action plan, which included commitments to finalize and adopt an anti-trafficking law, develop victim protection measures, provide anti-trafficking training for officials, and invest in prevention campaigns. In 2014, the government did not hold anti-trafficking awareness campaigns; however, in coordination with an international organization, it began conducting a study of human trafficking in Morocco. While the Ministry of Employment and Social Affairs conducted 312 labor inspections and identified hundreds of child laborers in the first quarter of 2014, inspectors did not identify trafficking victims among this group. Inspectors continued to be hindered by inadequate staffing and did not have the legal authority to enter homes, preventing them from identifying children or adults in domestic servitude. The government reported conducting an unknown number of inspections of private employment agencies that failed to follow employment regulations, but it did not provide information on the outcomes of such inspections. The government took measures to reduce the demand for commercial sex acts and child sex tourism through its "Integrated Public Policy for the Protection of Children," which aims to improve the legal framework on child protection to include implementing criminal penalties for the sexual solicitation of children online and sexual tourism. In addition, the government continued to work with the tourism industry to prevent sexual exploitation of children. The government reportedly provided its diplomatic personnel human rights training, which included sections on labor law and human trafficking issues. The government provided training on the issue of sexual exploitation, but not specifically of human trafficking, to Moroccan soldiers prior to their deployment abroad on UN peacekeeping missions.

MOZAMBIQUE: Tier 2

Mozambique is a source, transit, and, to a lesser extent, destination country for men, women, and children subjected to forced labor and sex trafficking. The use of forced child labor is common in agriculture and market vending in rural areas, often with the complicity of family members. Women and girls from rural areas, lured to cities in Mozambique or South Africa with promises of employment or education, are exploited in domestic servitude and sex trafficking. Mozambican girls are exploited in prostitution in bars, roadside clubs, overnight stopping points, and restaurants along the southern transport corridor that links Maputo, Swaziland, and South Africa. Child prostitution is increasing in Maputo, Beira, Chimoio, and Nacala, which have highly mobile populations and large numbers of truck drivers. As workers and economic migrants seek employment in the growing extractive industries in Tete and Cabo Delgado, they increase the demand for sexual services, potentially including child prostitution. Women and girls from neighboring countries voluntarily migrate to Mozambique and subsequently endure sex trafficking or domestic servitude. Mozambican men and boys are subjected to forced labor on South African farms and mines, or as street vendors, where they often labor for months without pay under coercive conditions before being turned over to police for deportation as illegal migrants. Mozambican boys migrate to Swaziland to wash cars, herd livestock, and sell goods; some subsequently become victims of forced labor. Mozambican adults and girls are subjected to forced labor and sex trafficking in Angola, Italy, and Portugal. Mozambican or South African trafficking networks are typically informal; larger Chinese and Nigerian trafficking syndicates are reportedly also active in Mozambique. South Asian people smugglers who move undocumented South Asian migrants throughout Africa reportedly transport trafficking victims through Mozambique. Reports allege traffickers bribe officials to move victims within the country and across national borders to South Africa and Swaziland, and prison officials force women to provide sex acts in exchange for provisions.

The Government of Mozambique does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government sponsored the establishment of coordinating bodies, known as "reference groups," in three additional provinces and reported its investigation of 27 trafficking cases. The government reported maintenance of strong law enforcement efforts, prosecuting 44 suspected traffickers and convicting 32—a continued increase from 24 convicted in 2013 and 23 in 2012. However, the government did not finalize its national action plan or the implementing regulations for the 2008 anti-trafficking law. Furthermore, the government did not report its identification or protection of victims during the year. Despite enactment of a victim protection law and development of a referral mechanism for victims of all crimes in 2012, the government's funding for and provision of protective services remained inadequate.



RECOMMENDATIONS FOR MOZAMBIQUE:

Increase efforts to prosecute and convict suspected trafficking offenders; finalize and implement the national action plan, and issue regulations necessary to implement the protection and prevention provisions of the 2008 anti-trafficking law; institute a unified system for collecting trafficking case data; investigate reports of official complicity in trafficking crimes and vigorously prosecute cases against those implicated in trafficking offenses; build the capacity of the police anti-trafficking unit, the labor inspectorate, and the Women and Children's Victim Assistance Units to investigate trafficking cases and provide short-term protection to victims; develop a formal system to identify proactively trafficking victims among vulnerable populations; monitor the reported growth of commercial sex in Tete and Cabo Delgado provinces and train officials to investigate and prosecute those facilitating child or forced prostitution; expand the availability of protective services for victims *via* increased funding to the Ministry of Gender, Children, and Social Action and NGOs; continue training law enforcement officers in victim identification, particularly at border points; consider establishment of an inter-ministerial body to coordinate anti-trafficking efforts nationwide; and launch anti-trafficking awareness campaigns in additional municipalities and provinces outside Maputo and Beira.

PROSECUTION

The government maintained strong anti-trafficking law enforcement efforts. The Law on Preventing and Combating the Trafficking of

People, enacted in 2008, prohibits recruiting or facilitating the exploitation of a person for purposes of prostitution, forced labor, slavery, or involuntary debt servitude. Article 10 prescribes penalties of 16 to 20 years' imprisonment for these offenses, which are sufficiently stringent and exceed those prescribed for other serious crimes, such as rape. In 2014, the government enacted a new penal code, which includes prohibitions on involuntary commercial sexual exploitation and forced labor of men and women. The government continued to manually compile anti-trafficking law enforcement data; however, it did not provide case-specific details. During the year, the government initiated investigation of 27 trafficking cases and began prosecution of 44 suspected traffickers. It convicted 32 offenders under the 2008 anti-trafficking law, all of whom received prison terms from two to 20 years. These efforts are indicative of the government's continued commitment to hold offenders accountable, given the conviction of 24 trafficking offenders in 2013 and 23 in 2012. As the 2008 anti-trafficking law includes prohibitions against organ trafficking, which is known to exist in Mozambique, these law enforcement efforts likely included cases beyond sex and labor trafficking.

The government, in partnership with international organizations, continued to offer an anti-trafficking course for all newly recruited police officers, border guards, customs and immigration agents, and rapid intervention (riot) police. The course covered recognition of trafficking cases, protection of victims, child rights, and child custody law, and became a permanent component of the training curriculum during the year. Mozambican officials hosted a national debate on combating trafficking for traditional leaders, border authorities, police, and NGOs; however, investigative techniques, training, capacity, and forensic abilities continued to be weak, particularly outside of the capital. The government did not report any investigations, prosecutions, or convictions of government officials complicit in trafficking. During the year, Mozambican officials held cross-border meetings with officials from South Africa's Mpumalanga provincial anti-trafficking task team to discuss the repatriation of child trafficking victims.

PROTECTION

The government maintained limited efforts to protect victims of trafficking. It lacked formal victim identification procedures and did not report the number of victims identified and assisted during the year. Officials continued to rely on NGOs to provide shelter, counseling, food, and rehabilitation to victims, and offered only limited in-kind government support. The government assumed direct budget responsibility for the country's only permanent shelter for child trafficking victims, including staff salaries, and provided psychologists to coordinate family reunification and assistance for an unknown number of trafficking victims, but continued to utilize technical and financial support from international organizations for victim support.

Officials continued to operate facilities in more than 215 police stations and 22 "Victims of Violence" centers throughout the country offering temporary shelter, food, limited counseling, and monitoring following reintegration for victims of crime; however, it remained unclear whether trafficking victims benefited from these services in 2014. The anti-trafficking law requires police protection for victims assisting in the investigation and prosecution of trafficking offenders; however, it is unclear if such protections were utilized during the year. The Ministry of Justice's 2013 draft action plan to guide the efforts for victims' protection and outline implementation of the 2012 witness protection law—including trafficking victims who cooperate with law enforcement—remained unfinished and unimplemented for the second consecutive year. The multi-sectorial care mechanism, approved in 2012 to coordinate referral and protection for female victims of violence, appeared to remain inoperative in 2014. 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. The lack of formal identification procedures precluded the government from ensuring no trafficking victims were inadvertently penalized detained, fined, or jailed for unlawful acts committed as a result of having been subjected to trafficking.

PREVENTION

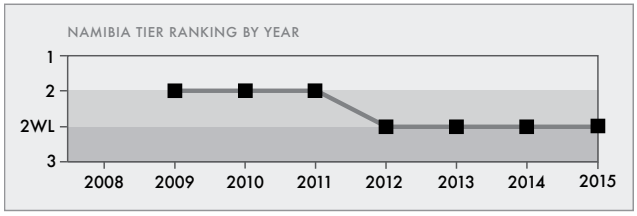
The government demonstrated modest efforts to prevent trafficking in persons. During the year, the government did not make progress in finalizing or submitting for approval the national anti-trafficking action plan or implementing regulations. Although the government lacked a single national body to coordinate anti-trafficking efforts across ministries, the attorney general's office continued to demonstrate leadership in overseeing national anti-trafficking efforts; it partnered with provincial governments to establish inter-ministerial "reference groups" in three remaining provinces, which enabled complete national coverage. Consisting of local officials, police, border guards, social workers, NGOs, and faith-based organizations, the "reference groups" served to coordinate regional efforts to address trafficking and other crimes. In 2014, government officials, in partnership with an NGO, conducted an awareness campaign for 150 members of a transportation association on how to recognize and report suspected trafficking cases. It also hosted seven anti-trafficking lectures for 600 government and civil sector personnel, which were coupled with training sessions on organ trafficking. 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 failed to reduce the demand for commercial sex acts during the year. It did not provide anti-trafficking training or guidance for its diplomatic personnel.

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 through 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 to provide expanded educational opportunities; however, in some instances, these children are exploited in forced labor. Among Namibia's ethnic groups, San and Zemba children are particularly vulnerable to forced labor on farms or in homes and, to a lesser extent, are exploited in prostitution. NGOs reported persons in prostitution being taken aboard foreign vessels off the Namibian coast, some of whom may be trafficking victims. Children from Angola, Zambia, and Zimbabwe are subjected to prostitution and forced labor in the fishing sector and in organized

street vending in Windhoek and other cities. Angolan children may be brought to Namibia for forced labor in cattle herding or to sell drugs. 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. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Namibia is placed on Tier 2 Watch List for a fourth 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. The government continued its prosecution of an alleged sex trafficking offender initiated in 2012, as well as efforts to finalize draft anti-trafficking legislation. In January 2015, Parliament passed the Child Care and Protection Bill, which was enacted by presidential signature in April 2015, criminalizing child trafficking and outlining protections for such victims. Officials discovered and provided shelter to five potential victims in 2014. 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 insisted that transnational movement is a defining element of trafficking crimes. The government failed to fully institute formal victim identification and referral processes, which led to the deportation of potential victims in 2014. Lack of effective inter-ministerial coordination in the development and implementation of anti-trafficking programming remained a key concern.



RECOMMENDATIONS FOR NAMIBIA:

Finalize and enact comprehensive anti-trafficking legislation; increase efforts to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders under existing law; develop and implement systematic procedures for the proactive identification of victims and their subsequent referral to care; train officials on relevant legislation and identification and referral procedures; train judicial officials to promote consistent use of a broad definition of human trafficking that does not rely on evidence of movement, but focuses on exploitation, consistent with the 2000 UN TIP Protocol; allocate resources and develop a plan to fully operationalize renovated safe houses; appoint a formal government lead for anti-trafficking efforts; proactively investigate and criminally prosecute employers accused of forced labor violations in Chinese retail, construction, and fishing operations; strengthen coordination 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 maintained modest anti-trafficking law enforcement efforts during the year. The 2009 Prevention of Organized Crime Act (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. In April 2015, the government enacted the Child Care and Protection Bill, which includes a provision explicitly criminalizing child trafficking. 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 draft bill advanced to the Law Reform Commission and was distributed to the Cabinet Committee on Legislation, yet remained pending passage and enactment at the end of the reporting period.

The government failed to initiate any new prosecutions during the year and has never convicted a trafficking offender. The government's first known sex trafficking prosecution—initiated in October 2012 under the Swakopmund Magistrate's Court involving two suspects charged for their alleged role in procuring three females (aged 13, 14, and 18) for sexual exploitation—remained pending. In 2014, the court released one of the accused on the grounds that the victim could not be located and without that witness there was insufficient evidence to hold the accused. The Ministry of Labor and Social Welfare did not report on its efforts to investigate forced labor offenses. Following the president's public criticism of Chinese businesses for mistreating Namibians and violating Namibian labor law in the previous reporting period, Chinese construction and mining companies continued to attract criticism for the conditions under which they employed Namibian workers; however, the government failed to investigate and prosecute suspected forced labor offenders by these companies in 2014. In partnership with UNICEF, MGECW finalized its police curriculum on gender-based violence, including trafficking, during the reporting period; however, the training had not been conducted by the end of the reporting period. The government did not investigate allegations of children working in the homes of officials in 2014 or initiate prosecutions or convictions of government officials complicit in human trafficking crimes.

PROTECTION

The government maintained modest efforts to protect trafficking victims during the year and remained without a process for screening vulnerable populations to identify victims or provide official designation of trafficking victim status. Officials identified and provided shelter to at least five potential trafficking victims during the year, as compared to 14 identified and two sheltered in 2013.

Ordinarily, upon identification of a woman or child victim of crime, including trafficking, police transferred 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. The government did not have formal written procedures to guide officials on the identification of victims or their subsequent referral to care. 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; however, it

remained unclear whether trafficking victims received such services during the year. At least some of the seven renovated facilities that provide long-term accommodations for women and child victims of gender-based violence and human trafficking under the management of MGECW remained inoperative, without the capacity or staff to provide victim services during the year. MGECW provided a social worker and partial coverage of operational costs to the one NGO-managed facility. The NGO-managed facility assisted several trafficking victims during the year.

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 these measures have been employed in trafficking cases. There were no reports victims were detained, fined, or jailed for unlawful acts committed as a direct result of being subjected to trafficking. 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 2014, there continued to be reports among local authorities in Rundu and NGOs in Windhoek that police and immigration officials deport foreign street children. In addition, the government remained without the ability to provide temporary or permanent residency to foreign victims.

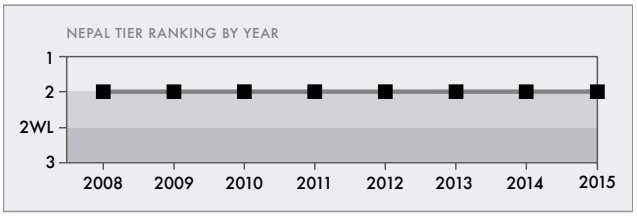
PREVENTION

The government made minimal efforts to prevent human trafficking during the reporting period. The government did not conduct any significant awareness campaigns during the reporting period. The MGECW 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 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. The Ministry of Labor and Social Welfare employed 67 labor inspectors and 21 occupational health and safety inspectors in 2014, which were responsible for enforcing laws against child labor; however, inspectors did not formally identify any child labor violations during the 2,187 labor and 561 occupational health and safety inspections conducted in 2014. The government did not make efforts to reduce demand for commercial sex acts or forced labor. The government did not report any measures taken to prevent trafficking among Namibian diplomats posted abroad. The government did not provide anti-trafficking training or guidance to its diplomatic personnel.

NEPAL: Tier 2

Nepal is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Nepali women and girls are subjected to sex trafficking in Nepal, India, the Middle East, Asia, and sub-Saharan Africa. Nepali men, women, and children are subjected to forced labor in Nepal, India, the Middle East, Asia, 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 manpower agencies engaged in fraudulent recruitment and the imposition of high fees. Unregistered migrants—including the large number of Nepalis who travel through India or rely on unregistered recruiting agents—are particularly vulnerable to forced labor. Some migrants from Bangladesh and possibly other countries transit Nepal *en route* to employment in the Middle East, using potentially falsified Nepali travel documents, and may be subjected to human trafficking. Some government officials are reportedly 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. Nepali and Indian children are subjected to forced labor in the country, especially in domestic work, brick kilns, and the embroidered textile, or *zari*, industry. Bonded labor exists in agriculture, brick kilns, the stone-breaking industry, and domestic work.

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 increased efforts to prosecute suspected trafficking offenders in 2014, resulting in 203 convictions. The government issued an implementation plan for its National Plan of Action (NPA) and increased funding allocations to each of the 75 districts for establishment of at least three new village-level anti-trafficking committees. However, the government's victim identification and protection efforts remained inadequate. In the course of police raids, there were reports police sometimes detained sex trafficking victims and subsequently returned them to their traffickers. Victims frequently retracted their witness statements following alleged threats by traffickers. The government inconsistently implemented anti-trafficking laws, as many government officials continued to employ a narrow definition of human trafficking and domestic sex and labor trafficking victims and male victims of transnational labor trafficking were only marginally protected, often leading 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 officials complicit in trafficking-related crimes; ensure victims are not punished for unlawful acts committed as a direct result of being subjected to trafficking; revise the Human Trafficking and Transportation (Control) Act (HTTCA), or draft new legislation to bring the definition of human trafficking in line with international law; institute formal procedures to proactively identify trafficking victims and refer them to protection services; respecting due process, prosecute suspected labor trafficking offenders and Nepali labor recruiters accused of charging excessive fees or engaging in fraudulent recruitment; lift current bans on migration for domestic work to discourage migration through undocumented channels; ensure victim services are available to both female and male victims of trafficking; implement HTTCA victim protection provisions; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government made modest improvements in its law enforcement efforts. Nepal prohibits most, but not all, forms of trafficking in persons through the 2007 HTTCA and the 2008 regulation. The HTTCA criminalizes slavery and bonded labor; however, 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 definition, 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 may be prosecuted under the Child Labor Act and the Foreign Employment Act (FEA).

The Nepal Police Women's Cell conducted 185 sex and labor trafficking case investigations under the HTTCA during the Nepali fiscal year, compared with 144 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. The government initiated prosecutions of 454 alleged traffickers in the fiscal year, compared with 375 in the previous period. Nepali courts convicted 203 traffickers in the fiscal year, an increase from 119 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 the vast majority of convictions under the HTTCA were transnational sex trafficking cases and law enforcement authorities often relied on other legislation to combat internal trafficking. Observers reported victims of transnational labor trafficking preferred to submit claims for compensation through the FEA, rather than pursue lengthy criminal prosecutions under the HTTCA, partially because awarded compensation had the potential to be higher.

During the reporting period, the Nepal Police provided officers with special investigative training and the Women's Cell introduced a new course on psycho-social victim-centered training. Despite this training, police officers' lack of awareness of the anti-trafficking law, challenges in evidence collection, and poor investigation techniques still impeded prosecution efforts. Police officers and political party officials allegedly own dance bars, establishments that are often locations for sex trafficking, though there is little direct evidence of the officials' involvement in trafficking. In 2013, the anti-corruption commission indicted 46 officials from the Departments of Foreign Employment and Immigration for issuing fraudulent documents; the cases remained pending trial at the close of the reporting period.

PROTECTION

The government maintained its modest efforts to protect victims. Authorities did not track the number of victims identified, and observers reported government efforts to identify victims remained inadequate. Immigration officials reportedly did not notify police of possible trafficking crimes when abused migrant workers returned to Nepal, and instead urged them to register complaints under the FEA. Although observers reported an overall decrease in the penalization of victims, during some raids of cabin restaurants, dance bars, and massage parlors, police reportedly arrested and imprisoned trafficking victims, including girls, before releasing them back to their traffickers who had bribed the police. Due to pressure from influential suspects, police sometimes interrogated victims to discourage them from filing cases. The national minimum standards for victim care set forth procedures for referring identified victims to services; however, referral efforts remained *ad hoc* and inadequate. The Ministry of Women, Children, and Social Welfare (MWCSW) continued to partially fund eight rehabilitation homes and emergency shelters for female victims of gender-based violence, including trafficking. The government did not fund shelter services for adult male victims in Nepal, although there was one NGO-run shelter for men in Kathmandu. There were reports some of these shelters limited victims' ability to move freely. The government continued to run emergency shelters for vulnerable female workers—some of whom were likely trafficking victims—in Kuwait, Oman, Saudi Arabia, Qatar, Bahrain and the United Arab Emirates. Nonetheless, shelter capacity was insufficient to adequately respond to the demand for rescue services and assistance abroad.

The Foreign Employment Promotion Board collected fees from departing registered migrant workers for a welfare fund, to provide repatriation and one year of financial support to families of injured or deceased workers. During the fiscal year, the fund was used to repatriate 52 migrant workers and provided financial support to the families of 107 injured and 880 deceased workers. 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 re-trafficking. The HTTCA impeded victim-witness protection by allowing victims who failed to appear in court or who provided testimony contradicting their previous statements to be fined. Protection mechanisms mandated in the HTTCA were inconsistently applied. Officials stated victims frequently retracted their statements to law enforcement under alleged threat by traffickers or those acting on the trafficker's behalf.

PREVENTION

The government demonstrated increased efforts to prevent human trafficking. The inter-ministerial National Committee for Controlling Human Trafficking (NCCHT) met regularly and issued its second report on the government's anti-trafficking efforts. The government also issued the NPA implementation plan and conducted two coordination sessions with local officials from at least 27 districts to clarify their roles and responsibilities and set budget and timeline goals to ensure completion of the tasks. The NCCHT allocated 233,000-380,000 Nepali rupees (NPR), approximately $2,300-$3,750, to each of the 75 district committees to support awareness campaigns, meetings expenses, and emergency victim services; this was an increase over the 42,000-57,000 NPR ($414-$562) allocated last fiscal year. This allocation specifically included 120,000 NPR ($1,180) for each district to establish at least three new village level committees.

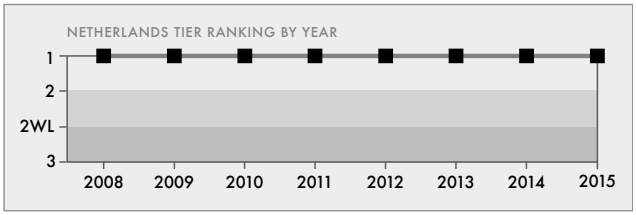
The government maintained its ban on migration of females under age 30 to the Gulf states for domestic work, and in May 2014, the government suspended all exit permits for domestic work. Officials acknowledged the bans had increased illegal migration and subsequently heightened migrants' risks to exploitation; however the government viewed these policies as temporarily necessary to protect female migrant workers while formulating safe migration guidelines. The government did not make efforts to reduce the demand for commercial sex acts or forced labor.

All Nepali peacekeeping forces were provided pre-deployment anti-trafficking training. The government provided anti-trafficking training or guidance for its diplomatic personnel. 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 from the Netherlands, Eastern Europe—including Roma—Africa, and South and East Asia subjected to sex trafficking and forced labor in shipping, offshore oil exploration, agriculture, horticulture, catering, food processing, cleaning, and forced criminal activity. Vulnerable populations include Dutch girls enticed by young male traffickers, unaccompanied children seeking asylum, women with dependent residency status obtained through fraudulent or forced marriages, domestic workers of foreign diplomats, and women and men recruited in Eastern Europe, Africa, and Asia. There are reports of Dutch citizens engaging in child sex tourism abroad.

The Government of the Netherlands fully complies with the minimum standards for the elimination of trafficking. The government investigated, prosecuted, and convicted a significant number of traffickers, identified more than 1,500 potential trafficking victims, and referred 160 victims to care facilities. The government continued anti-trafficking campaigns aimed at educating vulnerable populations and businesses, and the anti-trafficking rapporteur monitored government efforts. Observers expressed concerns about the government's limited identification of and assistance to Dutch child trafficking victims. The government's program to shorten victims' reflection periods had potential detrimental effects on victim protection.



RECOMMENDATIONS FOR THE NETHERLANDS:

Vigorously investigate, prosecute, convict, and sentence traffickers to penalties commensurate with the seriousness of the crime; finalize the national referral mechanism to enable all front-line responders to identify victims and allow police to interview victims in settings other than police stations; screen all of those detained for acts that may be a direct result of being subjected to trafficking; allow victims to obtain renewable residence permits specifically for trafficking victims when they are unable to cooperate in trafficking prosecutions; provide adequate funding to NGOs to provide victim services; continue outreach to potential victims in the illegal and legal labor sectors and identify forced labor; provide anti-trafficking training to all Dutch diplomatic personnel; continue to mentor officials in Bonaire, St. Eustatius, and Saba (BES) to improve identification of victims and prosecution of traffickers; and share best practices with other countries.

PROSECUTION

The Dutch government sustained its anti-trafficking law enforcement efforts. The Netherlands prohibits all forms of trafficking through Article 273f of the criminal code, including forced begging and forced criminality. A single offense of trafficking prescribes a maximum of 12 years' imprisonment and aggravated human trafficking prescribes 18 years' to life imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Authorities investigated 294 new trafficking cases in 2014 compared with 253 in 2013. In 2014, the government prosecuted 242 trafficking defendants and convicted 151, compared with 170 convicted in 2013. The average sentence for traffickers in 2014 was not available; in 2013 it was 26.4 months, of which one-third is typically suspended in accordance with standard Dutch penitentiary law. Specialized judges heard all trafficking cases in 2014. Authorities did not disaggregate labor and sex trafficking cases, but roughly 20 percent of all victims identified in 2014 were forced labor victims. Judges and prosecutors received specialized training in applying the anti-trafficking law and dealing with traumatized victims. Government officials inspected brothels, screened licensed prostitution businesses, and continued to target sectors vulnerable to forced labor. In 2014, labor inspectors referred 16 cases for prosecution, up from 15 in 2013, and had 16 ongoing investigations, including some conducted jointly with Belgian labor inspectors. Authorities did not report new investigations, prosecutions, or convictions of government officials complicit in trafficking; an investigation of a former government official for child rape continued in 2014. Police officers participated in an anti-trafficking course, including working with victims, as part of their standard training. Anti-trafficking police officers were required to pass examinations in a training course focused on policing the sex industry; police officers also had to sign a code of conduct before working in this sector. Dutch officials' joint investigations with Hungarian and Belgian officials resulted in the arrest of a Hungarian couple for sex trafficking Romani victims in 2014.

PROTECTION

The Netherlands continued efforts to protect victims. In 2014, the government-funded national victim registration center and assistance coordinator registered 1,561 potential victims in 2014, compared with 1,437 potential victims in 2013. The top countries of origin were the Netherlands, Romania, Bulgaria, Hungary, and the Philippines. In response to stakeholders' concern for Dutch girl victims of sex trafficking, the government developed a new action plan to improve identification of such victims and cooperation across government agencies. The government referred 160 victims to care facilities and labor inspectors referred 112 potential human trafficking victims to an NGO. The government continued to fund an extensive network of facilities providing specialized services for child, female, and male victims. Some NGOs reported a decrease in anti-trafficking funding from the government in 2014.

Authorities provided three-month reflection periods to approximately 240 foreign victims in 2013 compared with 257 in 2012. During this time, victims received services and time to consider assisting law enforcement in prosecuting the trafficker, although isolated reports indicated some were not advised of this relief. During this period, victims were not allowed to work. If authorities decided to prosecute, victims received a B-8 permit, a temporary residence permit for trafficking victims. The government granted approximately 250 B-8 permits in

2013, compared with 388 in 2012. Victims were granted regular residency when the trafficker in their case was convicted or when they maintained B-8 status for three or more years. If a trafficker was not prosecuted or was acquitted, a potential victim could apply for human rights asylum. In 2014, four local governments piloted shortening authorities' decision time to launch a criminal investigation; this was scheduled to be implemented nationwide in 2015. Some experts contended the program forced victims in a vulnerable state to decide whether or not to press charges too quickly, possibly before they met with their attorney, and could dissuade victims from pursuing the B-8 permits. Trafficking victims were often awarded with financial compensation as part of a criminal trial; at least two victims were awarded 130,000 euro ($140,000) each in 2014. Authorities worked with civil society to repatriate foreign victims. While the anti-trafficking law contains a non-punishment clause, NGOs reported instances in which authorities wrongfully arrested and detained victims for unlawful acts committed as a direct result of being subjected to trafficking.

PREVENTION

The Dutch government sustained efforts to prevent trafficking. The national rapporteur published two reports addressing human trafficking. The national anti-trafficking taskforce coordinated the government's multiagency approach. Authorities drafted a national referral mechanism that have yet to be published and implemented. The government continued a national campaign to educate the public about all forms of trafficking and received 203 trafficking tips, compared with 245 in 2013. The labor inspectorate continued to distribute an information card in 14 languages to inform potential victims about labor rights and signs of trafficking. To address demand for commercial sex, the government continued a 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; the hotline received 117 calls in 2014. The government, in cooperation with NGOs, extended its campaign against child sex tourism aimed at screening potential foreign child sex tourists at airports. Authorities investigated six cases of child sex tourism, but did not prosecute or convict any sex tourists in 2014. The foreign ministry continued to conduct outreach to foreign diplomats' domestic workers, without their employers present, on how to report cases of abuse. The government did not provide specific anti-trafficking training or guidance for its diplomatic personnel. The defense ministry established a protocol to prevent troops being deployed abroad on missions as international peacekeepers from engaging in trafficking.

BONAIRE, ST. EUSTATIUS, AND SABA (BES)

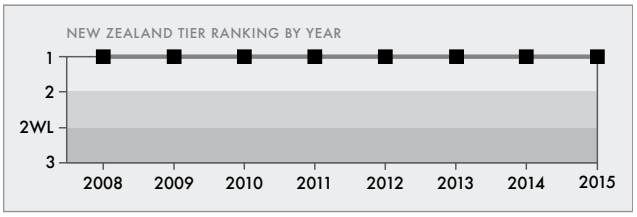
The BES islands are municipalities of the Netherlands and are a transit and destination area for men, women, and children subjected to sex trafficking and forced labor. Women in prostitution in regulated and illegal commercial sex sectors and unaccompanied children are highly vulnerable to trafficking. Local authorities believe men and women also have been subjected to domestic servitude and forced labor in the agricultural and construction sectors. Some migrants in restaurants and local businesses may be vulnerable to debt bondage.

The criminal code prohibits both sex and labor trafficking under Article 286f, prescribing penalties ranging from six to 15 years' imprisonment. No new trafficking investigations or prosecutions were initiated in 2014; police reported indicators of human trafficking in St. Eustatius but could not build a case. The prosecution of Bonaire's first trafficking case, involving Colombian women in forced prostitution, was initiated in October 2012 and remained ongoing. Local governments on the BES islands ran multidisciplinary anti-trafficking teams, which cooperated with each other and with Dutch counterparts. The Dutch government worked with BES counterparts to improve victim care and to train counterparts. Authorities did not identify any new victims in 2014. On the European Union's Anti-Human Trafficking Day, officials raised awareness about trafficking through messages in multiple languages on radio stations in the BES islands. There were no reported efforts to reduce demand for commercial sex acts or forced labor.

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 and women from China, India, the Philippines, countries in the Pacific, South Africa, and the United Kingdom are vulnerable to forced labor in New Zealand's agriculture, horticulture, viticulture, construction, and hospitality sectors, or as domestic workers. Some foreign workers are charged excessive and escalating recruitment fees, experience unjustified salary deductions, non- or underpayment of wages, excessively long working hours, restrictions on their movement, and have their passports confiscated and contracts altered. Some migrant workers are forced to work in job conditions that are different from what they were promised during their recruitment, but do not file complaints due to fear of losing their temporary visas. Foreign men aboard foreign-flagged fishing vessels in New Zealand waters are subjected to forced labor. Foreign women from China, Hong Kong, Taiwan, South Korea, Thailand, and Vietnam are at risk of coercive or forced prostitution. Some international students and temporary visa holders are vulnerable to forced labor or prostitution. A small number of Pacific Islands and New Zealand (often of Maori descent) girls and boys are at risk of sex trafficking in street prostitution, and some are victims of trafficking in gangs. Some children are recruited by other girls or compelled by family members, into prostitution.

The Government of New Zealand fully complies with the minimum standards for the elimination of trafficking. The government initiated its first anti-trafficking prosecution under the Crime Act of 1961—involving labor exploitation of Indian students—and convicted two traffickers in two child sex trafficking cases. New Zealand's Parliament passed a second reading of the Omnibus Crime Bill, which contains amendments that conform New Zealand law to the 2000 UN TIP Protocol. Parliament approved the Fisheries Foreign Charter Vessels Amendments, and the government implemented efforts to prevent trafficking onboard vessels in New Zealand waters. The government, however, did not adequately identify or certify any trafficking victims in vulnerable sectors or among vulnerable groups and continued to treat possible forced labor cases as labor violations.



RECOMMENDATIONS FOR NEW ZEALAND:

Approve and enact the Omnibus Crime Bill to expand New Zealand's current anti-trafficking legal framework; increase efforts to proactively identify victims through proactive screening of vulnerable populations, including women and children in prostitution, foreign workers, and illegal migrants; significantly increase efforts to investigate and prosecute trafficking offenses, especially offenses committed by recruitment agencies and employers who subject workers to debt bondage or involuntary servitude through deceptive recruitment, non- or underpayment of wages, and threats of deportation; update the national action plan to address current trafficking trends in the country by redefining "trafficking" to conform to international law and assigning responsible stakeholders and financial resources; assess the full extent of sex trafficking involving children and foreign women, and labor trafficking involving migrant workers; and continue anti-trafficking awareness campaigns to reduce demand of forced labor and sexual commercial exploitation, especially of children and foreign women.

PROSECUTION

The government moderately increased efforts to hold traffickers accountable for trafficking crimes. New Zealand does not have an anti-trafficking law that prohibits all forms of trafficking, but the Parliament passed the second reading of proposed amendments (which are part of the Omnibus Crime Bill) to conform the definition of trafficking to international law. 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 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 of $250,000 New Zealand dollars ($196,000); these penalties are commensurate with those prescribed for other serious crimes, such as rape.

In 2014, the government initiated its first trafficking prosecution under the Crime Act, involving 18 alleged victims from India and two defendants; this case marked the first time New Zealand has used the provision to prosecute suspected traffickers, and the case remained pending at the end of the reporting year. The government reported convicting two traffickers in two child sex trafficking cases under the Prostitution Reform Act 2003. One trafficker received 200 hours community service and the other trafficker received 10 months' imprisonment; these penalties were not sufficient. The government reported investigating a possible trafficking case involving exploitation of Fijian nationals; the case remained under investigation at the end of the reporting period. The government also investigated five individuals suspected of exploiting Chinese chefs, but did not prosecute the defendants for labor trafficking despite indications of forced labor. NGOs and government officials cited the high evidentiary bar, failure to define trafficking per international law, and lack of judicial support or understanding of trafficking as reasons for lack of anti-trafficking prosecutions and identification of victims. 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. The government continued to train customs officers on trafficking issues as part of a mandatory course and provided training sessions on victim identification to police officers, but did not report training prosecutors or judiciary officials. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government's victim protection efforts remained weak. It did not certify any trafficking victims, but continued to provide temporary working visas to 18 potential victims. The government did not report providing direct services or protection to children identified in the two child sex trafficking cases or to the Fijian or Chinese nationals in the aforementioned investigations. The government reported it had standardized questions to identify victims of trafficking, but this did not result in identification of any adult victims. Labor inspectors reported visiting legal brothels to ensure working conditions were in compliance with New Zealand law, but this did not result in the identification of trafficking victims. Labor inspectors reported conducting routine audits in work places that employ migrant workers; they identified breaches of labor standards, but these did not result in investigations or prosecutions of forced or coerced labor exploitation. The government had a policy of referring women and child victims of general crime to services; it was unclear if such procedures existed for men, or whether it was applied to trafficking victims. The government did not operate any shelters specifically for trafficking victims; on a case-by-case basis, the government reported providing assistance, such as food and shelter, to victims of crimes and referred them to NGOs or other service providers. The law authorizes the extension of temporary residency to trafficking victims 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 victims being detained, fined, or jailed for unlawful acts committed as trafficking victims; however, some may have been as a result of inadequate government efforts to identify victims. 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 2014. Victims could seek restitution through civil claims; the majority of the labor exploitation cases only resulted in restitution for labor violations.

PREVENTION

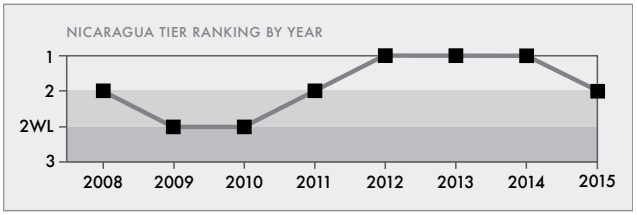
The government increased prevention efforts. Parliament passed the Fisheries Foreign Charter Vessels Amendments, a law requiring all foreign charter vessels fishing in New Zealand waters to operate as New Zealand-flagged vessels and abide by New Zealand's health and labor laws. Ministries implemented portions of the law and took steps to fully implement the law by 2016. The government

continued to sponsor its annual anti-trafficking conference, and endorsed its first non-governmental advisory board to increase government-civil society partnerships in addressing trafficking. In January 2015, the government established a new intelligence team within the Immigration Department to profile and assess risk indicators of forced labor and labor exploitation in the Canterbury region. The Labor Inspectorate increased its manpower to 50 inspectors nationwide and launched an expanded auditing program to target vulnerable sectors in response to growing concerns of labor exploitation of migrant workers. The government distributed brochures on trafficking indicators to community groups in six languages targeting the sex trade and various industries reported to be vulnerable. The Ministry of Business, Innovation, and Employment used a train the-trainer module to raise awareness of trafficking crimes and 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 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 in New Zealand 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 2

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 and in other Central American states, Mexico, and the United States. Many trafficking victims are recruited in rural areas or border regions for work in urban centers and tourist locales, where they are subjected to sex or labor trafficking; victims' family members are often complicit in their exploitation. Nicaraguan women and girls are subjected to sex trafficking along the country's Caribbean Coast, where the lack of strong law enforcement institutions, a higher crime rate, and presence of drug trafficking increase the vulnerability of the local population. Nicaraguan adults and children are subjected to forced labor in agriculture, construction, mining, the informal sector, and domestic service within the country and in Costa Rica, Panama, the United States, and other countries. Children in artisanal mining and quarrying are vulnerable to forced labor. NGOs report children and persons with disabilities are subjected to forced begging. Male migrants from Central American countries transit Nicaragua *en route* to Panama in search of employment; some are subjected 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 does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government drafted and approved its first trafficking-specific law, but it had yet to take effect at the close of the reporting period. It continued to conduct anti-trafficking awareness campaigns, prosecute and convict traffickers, and identify and refer some victims to service providers. However, overall protection efforts were weak; the government did not provide or fund adequate services for victims, nor did it systematically refer all victims to NGOs to receive such care. The government did not have formal procedures for identifying victims among vulnerable groups, and front-line officials were not adequately trained to recognize all forms of trafficking. Authorities prosecuted and convicted fewer offenders in 2014 than in the previous year, and activities of the anti-trafficking coalition and regional working groups declined. Prosecution, protection, and prevention efforts in the two Caribbean autonomous regions of Nicaragua continued to be much weaker than in the rest of the country.



RECOMMENDATIONS FOR NICARAGUA:

Provide adequate funding for specialized services, including psychological, medical, and legal services for victims in partnership with civil society organizations; implement operating procedures to effectively refer victims 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 victims among vulnerable populations; improve trafficking data collection and coordination across agencies, and increase transparency in reporting anti-trafficking efforts; strengthen law enforcement and victim protection efforts in the Caribbean autonomous regions, including through increased staff and funding; increase efforts to investigate and prosecute cases involving all forms of human trafficking, and convict and punish traffickers and child sex tourists; partner with civil society organizations to ensure that victims receive long-term care and reintegration services; and strengthen departmental and regional anti-trafficking coalitions.

PROSECUTION

The government prosecuted and convicted fewer traffickers and provided only limited information about its law enforcement statistics. 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. In January 2015, the national assembly approved Nicaragua's first trafficking-specific law; it did not take effect during the reporting period.

The government provided limited data on law enforcement efforts and, in contrast with previous years, did not provide further details to clarify these statistics. It is unclear how many investigations for suspected trafficking were initiated in 2014. Authorities prosecuted 24 suspected offenders in 17 cases (13 involving sex trafficking and four for forced labor) and convicted 12 traffickers in eight cases (seven involving sex trafficking and one for forced labor). Prison sentences for nine traffickers ranged

from three years and six months' to 15 years' imprisonment. Three convicted traffickers did not serve time in prison; it is unclear what penalties they received. Eight cases involving 10 suspects remained open at the end of 2014. These figures represent a decrease from 2013, when the government prosecuted 44 suspects and convicted 20 traffickers. Authorities did not report the number of convictions overturned by appeals courts. Although child domestic servitude is addressed within Article 182 of the criminal code, the government did not consider such cases to be human trafficking crimes and did not pursue prosecutions in such cases. The government appointed a prosecutor in Waspam, a town in a high-risk region on the border with Honduras, filling a key position vacant nearly seven years. Nicaraguan authorities collaborated with counterparts from Belize and Panama to investigate trafficking cases. There were no investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses. The government maintained efforts to train officials on trafficking, often in partnership with civil society organizations, but did not provide clear information on the number of officials trained or the source of funding.

PROTECTION

The government maintained efforts to identify victims and refer them to service providers, but overall victim protection was inadequate. The government identified 51 victims, which is comparable with 55 victims identified by the government in 2013. Two NGOs identified an additional 16 victims. The government did not provide information on the type of trafficking victims experienced, but an NGO reported seven victims were subjected to sex trafficking and three to labor trafficking. Of the 67 victims total, at least 23 were children, 20 were adults, 54 were subjected to sex trafficking, and eight were subjected to labor trafficking; ages and type of trafficking experienced by the remaining victims are unknown. One identified victim was from Belize, while the rest were Nicaraguan. The government did not have formal procedures for identifying victims among vulnerable populations, such as individuals in prostitution or working children. Local officials were not adequately trained to recognize all forms of trafficking, and victim identification in the autonomous regions continued to lag behind national efforts.

There were few specialized services for trafficking victims in Nicaragua. The government provided assistance to eight victims in a short-term police-operated shelter for victims of domestic violence and human trafficking in Managua and referred 30 victims to NGO shelters for at-risk children or victims of domestic abuse. NGOs provided the majority of victim protection without government funding. Services and shelter for boys remained limited, and there were no shelters available to men. The government did not provide long-term care, and the availability of extended services from NGOs was limited. The government put some child victims at risk of re-trafficking by placing them with family members who may have been complicit in the children's exploitation. Regions outside Managua most affected by human trafficking largely lacked adequate services.

While victims could file civil suits against traffickers, the government did not report whether any traffickers' assets were used to support victims, which is what the law requires. Nicaraguan diplomats at a foreign posting provided repatriation assistance to several Nicaraguan sex and labor trafficking victims; it is unknown whether victims received any additional services upon their return to Nicaragua. There were no reports of victims being penalized for unlawful acts committed as a direct result of being subjected to human trafficking; however, inadequate efforts to screen for indicators of trafficking among vulnerable groups may have led to some unidentified victims being punished. Humanitarian visas were available to foreign trafficking victims, although there were no cases or requests reported by the government in 2014.

PREVENTION

The Nicaraguan government continued awareness campaigns, but reported few other efforts to prevent trafficking. NGOs assert the government-run anti-trafficking coalition was inactive during the second half of the reporting period. The government continued to support 17 regional anti-trafficking working groups, though NGOs involved in the groups observed a significant decrease in their activities. Authorities reported partnering with NGOs to reach more than 40,000 Nicaraguan citizens through training and awareness events with general information on human trafficking. The government provided anti-trafficking training for its diplomatic personnel. It continued to partner with the tourism industry on prevention of child sex tourism. Authorities did not investigate, prosecute, or convict any child sex tourists in 2014. The government made limited efforts to decrease the demand for commercial sex acts, but no efforts to decrease the demand for forced labor.

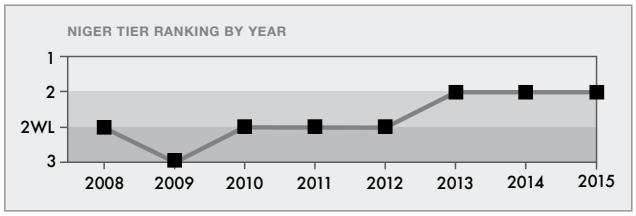
NIGER: Tier 2

Niger is a source, transit, and destination country for men, women, and children 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 and 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 sex trafficking along the border with Nigeria. 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, a practice known as *wahaya*; their children are born into slave castes. "Fifth wives" are typically sold between the age of 9 and 11 years old. 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 these nominal unions. Nigerien girls reportedly travel abroad to enter into "marriages" with Nigerian men or foreign nationals living in Saudi Arabia and the United Arab Emirates and are subjected to domestic servitude 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 subjected to domestic servitude, sex trafficking, or forced labor in agriculture or animal herding. The profile of traffickers changed during the reporting period; for the first time, some migrants were suspected to be traffickers, particularly Nigerien migrants to Algeria. Traffickers operated primarily small, freelance operations in loosely organized networks of individuals and some *marabouts*. Some women were accused of managing trafficking rings, although they may have been trafficking victims

themselves. Some women are complicit in the exploitation of children, accepting payment from traffickers who run forced street begging operations. Niger is a transit country for men, women, and children from West and Central Africa migrating to North Africa and Western Europe, where some are 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 government continued to prosecute and convict traffickers using its 2010 anti-trafficking law and, in May 2014, using the slavery statute in the penal code, it obtained its first conviction for the slavery practice known as *wahaya*. The government adopted the National Action Plan for the Fight Against Trafficking in Persons and allocated resources to fund the National Commission for the Coordination of the Fight against Trafficking in Persons (CNCLTP)—currently serving as the coordinating body for anti-trafficking efforts—and its implementing agency, the National Agency for the Fight against Trafficking in Persons (ANLTP). The government continued to identify and refer victims to NGOs to receive care; however, authorities identified fewer victims and the overall level of protective services available to victims was inadequate.



RECOMMENDATIONS FOR NIGER:

Vigorously prosecute and punish trafficking offenders, including those guilty of slavery offenses and complicit government officials, using the anti-trafficking law; continue to train law enforcement and judicial officials throughout the country on the provisions of the anti-trafficking law in coordination with NGOs and international organizations; develop systematic procedures for the proactive identification of trafficking victims—especially among vulnerable populations, such as individuals in prostitution, girls born into slave castes, and children at worksites—and their subsequent referral to care; train law enforcement officials on such procedures; provide financial or in-kind support to NGO partners 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; and continue to raise public awareness about the anti-trafficking law—specifically targeting vulnerable populations, religious leaders, and traditional chiefs and encouraging victims to exercise their legal rights.

PROSECUTION

The government maintained anti-trafficking law enforcement efforts. 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 sufficiently stringent 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 for child trafficking are commensurate with those prescribed for other serious offenses, such as rape, but those prescribed for 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 144 trafficking offenses, prosecuted five defendants, and convicted five traffickers, compared with the prosecution of 18 cases and five convictions during the previous reporting period. Convicted offenders received prison sentences ranging from two to four years. Thirty-nine investigations, involving 139 individuals, remained pending at the close of the reporting period. In one landmark case in May 2014, the government obtained its first conviction for the practice of *wahaya* in a case in Tahoua region in which a Nigerien man bought a girl (age not provided) to be his "fifth wife," with the intention of subjecting her to sexual and domestic servitude. The defendant was convicted under the slavery provision in the penal code and sentenced to four years' imprisonment, which was accounted for by time served. The government did not make progress in 2014 in ending impunity for *marabouts* who force children to beg or traditional chiefs who facilitate the enslavement of children. 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.

In May 2014, the government cooperated with international partners to train 30 police chiefs and magistrates from across the country on effective application of the 2010 trafficking law in Niamey. The government conducted similar trainings in Agadez, Arlit, and Zinder. Unlike the previous year, there were no investigations, prosecutions, or convictions of government officials for complicity in trafficking or trafficking-related criminal activities.

PROTECTION

The government decreased efforts to identify and refer victims to NGOs to receive care, and 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. There were no formal procedures to guide officials in referring identified victims to protective services. The CNCLTP identified 28 child victims and on an *ad hoc* basis referred them to NGOs to receive protective care. This represents a consistent decrease in the government's efforts to

identify victims over the past three years, down from 50 and 183 identified victims within the two previous reporting periods respectively. NGOs identified 133 victims for a total of 169 total victims assisted in shelters during the reporting period. The government provided in-kind assistance to NGOs and international organizations in the form of food and primary health care to an unknown number of child victims. 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 victim repatriation or family reunification. There were no specialized services available in Niger for adult victims or victims of hereditary slavery.

The government reported adult victims would be encouraged to assist in the investigation and prosecution of trafficking cases. 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. Victims of forced labor and caste-based servitude were able to file civil and criminal complaints simultaneously. There were no reports identified victims were detained, fined, or jailed for unlawful acts committed as a direct result of being subjected to trafficking. Front-line officials did not receive training in identifying victims and referring them to protective services. The 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 maintained robust efforts to prevent human trafficking. The CNCLTP continued to serve as the coordinating body for the government's anti-trafficking efforts, and the ANLTP was the government's permanent implementing body to address trafficking in persons. The government adopted a national action plan, which was developed with inter-ministerial cooperation and in partnership with civil society organizations. Senior officials recognized publicly the problem of human trafficking and Niger's policies to combat it at the opening of several anti-trafficking information and education campaigns during the reporting period. In June 2014, the government partnered with a local NGO to host an awareness-raising event in recognition of the West African Day for the Fight Against Slavery. In August and September 2014, the government organized a series of events, including conferences, radio and television talk shows, advocacy sessions, and cultural events to educate the government officials and members of the public on trafficking. Another conference was held on the practice of *wahaya*, or "fifth wife," where panelists discussed forced labor and sexual exploitation of women in the context of *wahaya*. The government did not punish labor recruiters or brokers in the recruitment of workers through knowingly fraudulent offers of employment or job placement. 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. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

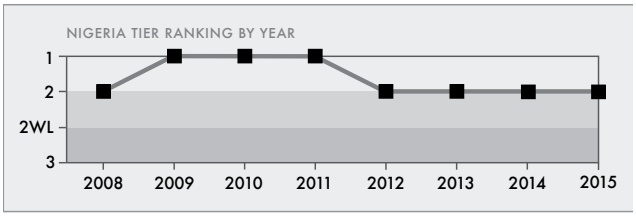
NIGERIA: Tier 2

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: women and girls for domestic servitude and sex trafficking and boys for forced labor in street vending, domestic service, mining, stone quarrying, agriculture, textiles manufacturing, and begging. Young boys in Koranic schools, commonly known as *Almajiri* children, are subjected to forced begging. 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. Nigerian women and girls are subjected to forced prostitution throughout Europe. 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; EUROPOL has identified Nigerian organized crime related to trafficking in persons as one of the greatest law enforcement challenges to European governments. Nigerian women are transported to Malaysia, where they are forced into prostitution and to work as drug mules for their traffickers. West African women transit Nigeria to destinations in Europe and the Middle East, where they are subsequently subjected to forced prostitution. Children from West African countries are subjected to forced labor in Nigeria, including in Nigeria's granite mines. Nigeria is a transit point for West African children subjected to forced labor in Cameroon and Gabon. During the reporting period, an NGO alleged Nigerian officials subjected children in internally displaced person (IDP) camps in northeast Nigeria to labor and sex trafficking. A Nigerian soldier also allegedly engaged in the forced labor of a child.

During the reporting period, media and international observers reported the terrorist organization Boko Haram forcefully recruited and used child soldiers as young as 12-years-old and 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. An NGO also reported a civilian vigilante group, identified as the Civilian Joint Task Force (CJTF), recruited and used child soldiers, sometimes by force. The government prohibited the recruitment and use of child soldiers and issued official statements condemning such use; however, the CJTF continued to recruit and use child soldiers during the reporting period. The Borno State government continued to provide financial and in-kind resources to the CJTF, which was also, at times, aligned with the Nigerian military in operations against Boko Haram.

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 sustained strong anti-trafficking law enforcement efforts by enacting amendments to the 2003 anti-trafficking law, which restrict the ability of judges to penalize offenders with fines *in lieu* of prison time; by investigating, prosecuting, and convicting numerous traffickers; 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) identified and provided services to an increased number of victims and continued extensive awareness campaigns throughout the country. The

government also created an inter-ministerial presidential taskforce to coordinate anti-trafficking activities across the government. Despite these efforts, during the reporting period, the Borno State government provided financial and in-kind resources to the CJTF, which recruited and used child soldiers.



RECOMMENDATIONS FOR NIGERIA:

Cease provision of financial and in-kind support to the CJTF until the group ceases the recruitment and use of children; investigate and prosecute all individuals suspected of recruiting and using child soldiers and allegedly perpetrating other trafficking abuses against women and children; continue to vigorously pursue trafficking investigations, prosecutions of trafficking offenses, and adequate sentences for convicted traffickers; take proactive measures to investigate and prosecute government officials suspected of trafficking-related corruption and complicity in trafficking offenses; ensure the activities of NAPTIP receive sufficient funding, particularly for prosecuting trafficking offenders and providing adequate care for victims; implement programs for the disarmament, demobilization, and reintegration of former child combatants that take into account the specific needs of child ex-combatants; 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; and continue to increase the capacity of Nigerian embassies to identify and provide assistance to victims abroad, including through regular and specialized training for diplomatic and consular personnel.

PROSECUTION

The government maintained strong anti-trafficking law enforcement efforts. In March 2015, the government passed amendments to the 2003 Trafficking in Persons Law Enforcement and Administration Act, which increase the penalties for trafficking offenders. The law prohibits all forms of trafficking. It prescribes a minimum penalty of five years' imprisonment and a minimum fine of one million naira ($5,470) for labor trafficking offenses. The law prescribes a minimum penalty of five years' imprisonment for sex trafficking offenses and a minimum fine of one million naira ($5,470); the minimum penalty increases to seven years' imprisonment if the case involves a child. These penalties are sufficiently stringent and commensurate with other serious crimes, such as rape.

NAPTIP conducted 509 trafficking investigations, completed 56 prosecutions, and secured 30 convictions during the reporting period, compared with 314 investigations, 43 prosecutions, and 42 convictions in the previous reporting period. The decrease in convictions is likely a result of a three-month strike by the judiciary. An additional 150 prosecutions remained pending at the end of the reporting period. All prosecutions occurred under the 2003 anti-trafficking law, and prison sentences upon conviction ranged from three months' to 30 years' imprisonment. Of the 22 convictions, 17 resulted in imprisonment without the option of paying a fine. The government also collaborated with law enforcement agencies from Finland, Niger, Norway, and the United Kingdom on investigations involving Nigerian nationals during the reporting period. The government commenced an investigation against a Nigerian soldier who allegedly engaged in the forced labor of a child; the investigation remained ongoing at the close of the reporting period. In response to an NGO's report that Nigerian officials subjected children in IDP camps in northeast Nigeria to labor and sex trafficking, the government convened a multi-agency taskforce—including NAPTIP, security forces, and an international organization—to investigate the allegations; ultimately, the government concluded there was no evidence of child trafficking. 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 international partners, provided specialized training to approximately 159 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 victim identification, investigation of trafficking cases, and child protection. NAPTIP officials assisted Finland, the Netherlands, the United Kingdom, and various African countries with their anti-trafficking efforts through training courses, joint intelligence sharing, and mutual legal assistance.

PROTECTION

The government increased efforts to protect trafficking victims. The government and NGOs identified 914 trafficking victims within the country, including 336 victims of sex trafficking, and 578 victims of labor trafficking, compared with 777 victims identified in the previous reporting period. NAPTIP provided initial screening and assistance for all victims it identified and referred them 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 trafficking victims 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. Additionally, the government's national referral mechanism provides formal guidelines for law enforcement, immigration officials, and service providers to improve protection and assistance to trafficking victims in Nigeria.

In 2014, the government allocated approximately 2.4 billion naira ($13 million) to NAPTIP. NAPTIP spent roughly one-fifth of its operational budget, or 96.5 million naira ($528,000), on victim protection and assistance during the reporting period. State governments also contributed an additional five million naira ($27,300) to support state anti-trafficking efforts. NAPTIP operated nine shelters specifically for trafficking victims, with a total capacity of 313 victims. 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. 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 two shelters operated by the Ministry of Women's Affairs, as well as NGO-run shelters. Victims in NAPTIP shelters were not allowed to leave unless accompanied by a chaperone. NAPTIP provided funding, in-kind donations, and services to NGOs and other organizations that afforded protective services to trafficking victims.

Per provisions of the 2003 anti-trafficking law, Nigerian authorities ensured identified trafficking victims were not penalized for unlawful acts committed as a result of being subjected to trafficking. On rare occasions, 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 36 victims served as witnesses or gave evidence during trial in the reporting period. Trafficking victims were guaranteed temporary residence visas during the pendency of any criminal, civil or other legal action. 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 government disbursed 4.1 million naira ($22,400) among 17 victims for various purposes, including vocational training and school tuition, although not necessarily in equal amounts.

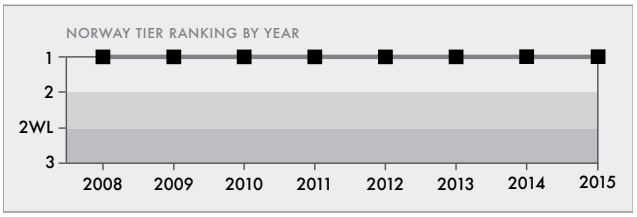
PREVENTION

The government sustained efforts to prevent human trafficking. NAPTIP 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. NAPTIP also carried out advocacy visits with community, traditional, and religious leaders, as well as government officials at both the local and national levels. The government increased coordination between NAPTIP and various relevant ministries through the establishment of an inter-ministerial presidential taskforce; this taskforce met twice during the reporting period. In October 2014, the government adopted a national policy and action plan on labor migration and instituted a licensing requirement for all private labor recruitment agencies managed by the Ministry of Labor. The government did not make any discernible efforts to decrease the demand for commercial sex acts. In January 2015, the attorney general issued an advisory notice reiterating the Nigerian government's stance against the use of child soldiers and warning anyone found to be using child soldiers would face prosecution. The Borno State governor also warned the CJTF that the recruitment and use of child soldiers was prohibited; however, state government support for the group continued. 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 anti-trafficking training for its diplomatic personnel.

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, nursing, car washing, and construction. 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 from Eastern Europe—particularly Albania, Bulgaria, Lithuania, and Romania—and Africa—particularly Nigeria. There are increasing numbers of Syrians subjected to trafficking in Norway. Foreign *au pairs*, including those from the Philippines, are vulnerable to trafficking in Norway. Some children who had disappeared or had been recruited from asylum centers were subsequently subjected to trafficking by organized trafficking groups.

The Government of Norway fully complies with the minimum standards for the elimination of trafficking. The government continued to offer victims a range of assistance through specialized NGOs and municipal centers. Authorities' recognition of labor exploitation increased, although the government continued to dedicate the bulk of resources and attention to sexual exploitation. The national action plan against trafficking expired in 2014 and was not replaced by the close of the reporting period. The level of law enforcement efforts remained low given the number of victims identified; from 2007 to 2013, approximately 2,000 potential trafficking victims received assistance in Norway, yet authorities have secured only 35 convictions since 2003.



RECOMMENDATIONS FOR NORWAY:

Vigorously prosecute and convict both sex and labor traffickers; proactively screen foreigners in detention for indicators of trafficking prior to their deportation; provide police departments with adequate resources to investigate trafficking crimes; provide training to prosecutors on the application of Norway's trafficking law; provide training to investigators on compiling evidence additional to victims' testimonies; consistently offer a reflection period to identified victims, during which victims can receive services and recover from trauma; enhance communication between police and immigration authorities to ensure victims receive residence benefits when warranted; develop and implement a national action plan with NGOs; monitor and prosecute labor recruitment offenses; and fund a national or targeted anti-trafficking awareness campaign.

PROSECUTION

The government demonstrated some progress in law enforcement efforts. Norway prohibits all forms of both sex and labor trafficking 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. Authorities initiated investigations of 36 sex trafficking cases and 68 labor trafficking cases, compared with 30 sex trafficking cases and 39 labor trafficking cases in 2013. The government prosecuted four sex trafficking suspects and one labor trafficking suspect under Section 224, compared with

six sex trafficking suspects and three labor trafficking suspects in 2013. Authorities obtained convictions for four sex traffickers and one labor trafficker, compared with three sex traffickers and two labor traffickers in 2013. All of the convicted traffickers received jail sentences ranging up to five years' imprisonment.

The police directorate hosted a nationwide training on labor trafficking for 160 police and prosecutors in October 2014. The police college also hosted one full-day training for cadets. The Bergen police maintained a specialized unit dedicated to combating trafficking; Bergen has secured over 40 percent of the country's trafficking convictions since trafficking was criminalized in 2003. However, many police districts did not have any resources dedicated to investigating trafficking while others were limited; for instance, Oslo's police department had only one officer dedicated to trafficking. Additionally, many municipalities did not have prosecutors with specialized training who could be assigned to incoming trafficking cases. One consequence was prosecutors sometimes applied pimping charges to trafficking cases when the suspected trafficker used forms of coercion more subtle than violence. In these cases, victims in pimping cases were not eligible for the benefits provided under the trafficking laws, and suspected traffickers could receive penalties that were not dissuasive or proportionate to the crime. A government report found a large number of trafficking cases were dropped, due in part to lack of competence of the police, as well as investigators relying solely on victims' testimony rather than gathering additional evidence. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government demonstrated strong protection efforts through sustained funding for victim services. In 2014, the government reported identifying and providing services for approximately 270 trafficking victims, approximately 20 percent of whom were men and 20 percent children, compared with approximately 350 victims overall in 2013. The government provided protection to trafficking victims through municipal crisis centers and government-funded NGOs. These NGOs offered both foreign and domestic victims shelter; legal aid; stipends for food; psychological care; medical assistance; fitness facilities; and Norwegian language classes. The government allocated 2.5 million kroner ($314,000) to an NGO specializing in caring for trafficking victims, as well as 4.5 million kroner ($565,000) to support safe houses for individuals in need, including trafficking victims. Two apartments were available to male victims as needed. One of the main government-funded institutions for trafficking victim care received 139 initial contacts from victims, in contrast with 132 contacts in 2013. Of these 139 victims, 41 women and one man accepted shelter services. Another publicly supported NGO assisted sex trafficking victims who had been granted a reflection period with vocational programs and sponsored internships. Child Welfare Services provided specialized care to child victims, including accommodation in a child protection institution or a foster home. The government supplied the police with "action cards" that detailed the appropriate procedures for interacting with and referring victims when encountering them. GRETA reported Norwegian border officials did not adequately identify potential victims. Experts observed the police were under pressure to deport individuals without legal status and often pursued deportation without screening for indicators of trafficking, particularly among individuals in prostitution.

Authorities granted a six-month reflection period to 27 victims and temporary residence permits to 41 victims in 2014, compared with 30 reflection periods and 38 temporary residence permits in 2013. Observers expressed concern over the lack of communication between the police and immigration authorities, resulting in the deportation of victims who may have merited temporary residency. Victims could receive a longer-term residence permit if they made a formal complaint to the police and the authorities decided they needed the victims' assistance for the investigation and prosecution. Victims facing retribution or hardship in their countries of origin could apply for asylum after their assistance to law enforcement was no longer needed; 11 victims received asylum status in 2014, compared with 19 in 2013. There were isolated incidents of potential victims being inappropriately detained or fined for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

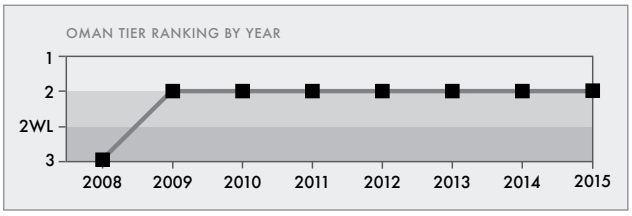
The government demonstrated weakened prevention efforts. Norway did not have an action plan at the close of the reporting period, as the previous one had expired in 2014 and had not yet been replaced. There were no cases of authorities punishing labor recruiters involved in the recruitment of workers through knowingly fraudulent offers of employment. The government continued to direct the bulk of its attention and resources to combating sexual exploitation and gave inadequate attention and resources to combating labor trafficking. The government did not fund any broad-based awareness campaigns in Norway. The government did not report any specific measures to reduce the demand for commercial sex. The government provided anti-trafficking training or guidance for its diplomatic personnel.

OMAN: Tier 2

Oman is a destination and transit country for men and women, primarily from South Asia and East Africa, subjected 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 workers in the country's construction, agriculture, and service sectors; some are subsequently subjected to forced labor. Labor source-country officials report domestic workers seeking assistance experience excessive working hours, passport confiscation, and physical and mental abuse. Unscrupulous labor recruitment agencies and their sub-agents in South Asia, and labor brokers in the United Arab Emirates (UAE), Oman, and Iran deceive some workers into accepting work that constitutes forced labor. Many agencies provide false contracts with fictitious employers or wages and charge workers high recruitment fees 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. Employers typically secure a labor permit for domestic workers to legally work in Oman; however, some female domestic workers often leave Emirati families and are not aware they are being taken to Oman for domestic work, rendering them further vulnerable to exploitation. Women working in Oman as domestic workers from countries without a diplomatic presence in Oman, such as Ethiopia and Vietnam, are especially vulnerable to forced labor. Government sources previously noted 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 a destination and transit country for women from Asia, Eastern Europe, and Africa who are 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 continued limited investigations and prosecutions of trafficking offenses. Potential labor trafficking cases continued to be consistently treated as labor disputes. Victim identification efforts remained weak, as Omani authorities did not employ formal procedures to proactively identify trafficking victims among vulnerable groups—including domestic workers. The government identified 10 trafficking victims and continued to assist some victims at a government-run shelter. Authorities continued to rely on victims to voluntarily identify themselves and report abuses, rather than proactively investigating trafficking in vulnerable communities.



RECOMMENDATIONS FOR OMAN:

Significantly increase efforts to investigate and prosecute trafficking offenses, and sentence convicted traffickers to imprisonment; increase and enforce legal protections for domestic workers; institute formal procedures for identifying trafficking victims among all vulnerable populations, such as migrant workers and people in prostitution; 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 Ministry of Manpower (MOM) and the public prosecutor to investigate and prosecute cases of labor trafficking; refer all suspected victims of trafficking to the government shelter, regardless of whether there is a corresponding prosecution of an alleged offender; amend the restrictions on victim referrals to allow broader victim access to shelter care; offer shelter and specialized services to male victims and labor trafficking victims; do not punish victims of trafficking 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; continue training government officials to recognize and respond appropriately to human trafficking crimes; and implement prevention programs to reduce the demand for forced labor and forced prostitution.

PROSECUTION

The government decreased minimal 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 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. In May 2014, the government enacted the child's law, for the purpose of providing additional protections for children, which includes a provision against holding a child in slavery. A MOM circular (No. 2/2006) prohibits employers from withholding migrant workers' passports, but does not specify penalties for noncompliance. The Ministry of Justice oversees a special judicial department at the appeals court in Muscat to handle trafficking-related cases. The government reported investigating five trafficking cases. The government did not provide information on the details of the cases. This compares with the investigation of six sex trafficking cases and one forced labor case in 2013. From the five investigations, the government initiated two prosecutions involving 11 suspects. The government convicted two of the suspects, acquitted seven due to insufficient evidence, and two remained awaiting trial at the end of the reporting period. The two convicted offenders received seven-year sentences and a 10,000 Omani rial ($26,000) fine in accordance with the anti-trafficking law. This represents a decrease from the five sex trafficking cases prosecuted and convicted in 2013.

Government and source country officials have previously reported cases of labor violations—some of which likely amounted to forced labor—which were frequently classified as administrative complaints and rarely investigated for trafficking or referred to criminal court. The government did not report any law enforcement efforts to address the widespread practice of passport withholding among employers in Oman. Overreliance on administrative avenues of labor enforcement remained particularly problematic as domestic service—one of the sectors most vulnerable to abuse—was not within inspectors' mandate under Omani labor law. During the reporting period, labor source countries including Indonesia, Bangladesh, Nepal, Sri Lanka, and India either restricted or suspended labor migration of domestic workers to Oman, pending acceptance of specific procedures by recruiters and employers. The government tolerated these specific procedures, including set minimum wages by some source countries; however, it did not develop any standard policies to implement them. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. The Royal Oman Police (ROP) continued to conduct victim identification trainings for all incoming cadets. In June 2014, MOM organized a workshop on the role of labor inspectors in anti-trafficking efforts, and in September 2014, the Ministry of Social Development hosted training for 70 officials from various agencies, which required each agency to present on their efforts to combat the crime.

PROTECTION

The government made inadequate efforts to identify and protect victims. The government reported identifying and referring 10 trafficking victims to shelter services, including seven Bangladeshis, two Indonesians, and one Ethiopian. Information on the ages and genders of the victims was unavailable. The government reported the shelter provided basic lodging, psychological counseling, legal services, and medical care to victims. This is comparable to the nine victims referred to shelter services in 2013. The government did not proactively identify victims of trafficking among vulnerable groups, such as migrant workers and women in prostitution. Instead, victims were required to identify themselves and report abuses to authorities. The government continued to treat potential forced labor cases as labor violations and not identify or provide protection services to potential forced labor victims. The government lacked

a referral process to guide officials in transferring identified trafficking victims to government-run protection services, such as shelter, or to refer victims to NGOs for assistance. The lack of identification and referral 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. The government did not increase protections for domestic workers, who are not covered by Oman's labor law. The government continued to require expatriate laborers be bound to the terms of their employment contract or leave the country for a minimum of two years before returning to Oman to obtain a new employer. This remained a significant concern as it compelled workers to endure situations where they were subjected to exploitation, non-payment of wages, or even abuse for fear of returning jobless to their home countries.

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, but the shelter remained underused due to the government's weak victim identification efforts. Victims in the shelter could not leave the premises unchaperoned, but they could reportedly request shelter employees to accompany them offsite. Oman continued to lack shelter services available for male victims of trafficking, although major source country embassies continued to operate their own shelters available for men and women. 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 sustained minimal efforts to prevent human trafficking. A working group within the inter-ministerial anti-trafficking committee met regularly, but had limited effectiveness in coordinating anti-trafficking efforts. The Joint Group on Manpower Workers consulted regularly with diplomats from several source countries in efforts to promote ways to protect male and female expatriates. The government blacklisted seven companies for illegal recruitment practices during the reporting period. In 2014, the ROP placed public awareness announcements in local English and Arabic newspapers informing citizens that confiscating or otherwise holding the passport of an expatriate worker was illegal and could lead to prosecution and a jail sentence. The government continued to require employers to 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. The government implemented an anti-trafficking training, led by an international organization, for more than 40 diplomatic personnel and other government officials in January 2015.

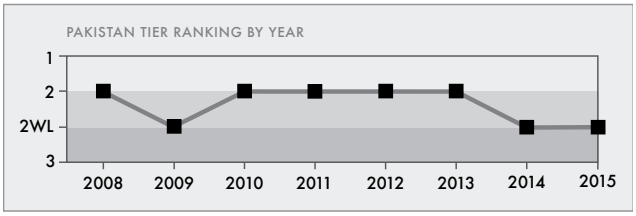
PAKISTAN: Tier 2 Watch List

Pakistan is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. The country's largest human trafficking problem is bonded labor, in which an initial debt assumed by a worker as part of the terms of employment is exploited, ultimately entrapping other family members, sometimes for generations. Bonded labor is concentrated in Sindh and Punjab provinces, but also takes place in Balochistan and Khyber Pakhtunkhwa provinces, in agriculture and brick-making, and, to a lesser extent, in fisheries, mining, and carpet-making. Some feudal landlords and brick kiln owners are affiliated with political parties or hold government positions and use their influence to protect their involvement in bonded labor. In some cases, when bonded laborers attempt to escape or seek legal redress, police return them to their traffickers, who hold laborers and their families in private jails. Children are bought, sold, rented, or kidnapped and placed in organized begging rings, domestic servitude, small shops, brick kilns, and prostitution. Begging ringmasters sometimes maim children to earn more money. NGOs report boys are particularly vulnerable to sex trafficking around hotels, truck stops, bus stations, and shrines. Illegal labor agents charge high recruitment fees to parents for giving work to their children, some of whom are subjected to forced labor and forced into prostitution. Trafficking experts describe a structured system for exploiting women and girls in prostitution, including physical markets in which victims are offered for sale. Reports indicate police accept bribes to ignore prostitution in general, some of which may include sex trafficking. Women and girls are also sold into forced marriages; in some cases their new "husbands" prostitute them in Iran or Afghanistan. In other cases, including some organized by extra-judicial courts, girls are used as chattel to settle debts or disputes. Non-state militant groups 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. Pakistan's large number of internally displaced persons, due to natural disasters and domestic military operations, are vulnerable to trafficking.

Many Pakistani men and women migrate voluntarily to the Gulf states and Europe for low-skilled employment—such as domestic service, driving, and construction work; some become victims of labor trafficking. False job offers 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. Some Pakistani children and adults with disabilities are forced to beg in Iran. Pakistan is a destination country for men, women, and children subjected to forced labor—particularly from Afghanistan, Bangladesh, and Sri Lanka. Women and girls 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. In May 2014, the Federal Investigative Agency (FIA) established a research and analysis center responsible for collecting and analyzing data and trends related to human trafficking and smuggling. The FIA and police also began to use standard operating procedures for the identification and referral of trafficking victims to protective services, although it is unclear how widely the procedures were disseminated. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Pakistan is placed on Tier 2 Watch List for a second consecutive year. The government showed insufficient political will and capacity to address trafficking fully, as evidenced by ineffective law enforcement efforts, official complicity, penalization

of victims, and the continued conflation of migrant smuggling and human trafficking by many government officials.



RECOMMENDATIONS FOR PAKISTAN:

Vigorously investigate and prosecute, respecting due process, suspected trafficking offenders and officials complicit 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, and laborers in brick kilns and agriculture; ensure victims are not penalized for acts committed as a result of being subjected to trafficking; issue policies and provide trainings to government officials that clearly distinguish between human trafficking and human smuggling; 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; 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 maintained minimal law enforcement efforts against trafficking. 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 Bonded Labor System (Abolition) Act (BLSA) prohibits bonded labor, with prescribed penalties ranging from two to five years' imprisonment, a fine, or both. Experts noted fines and other penalties for bonded labor offenses are generally insufficient to deter unscrupulous employers, including wealthy landowners. Under a devolution process begun 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, prohibiting bonded labor. The anti-trafficking bill, drafted in 2013 to address the gaps in PACHTO, remained pending in ministerial committees.

The government reported data on investigations, prosecutions, and convictions under the penal code; however, it is unclear how many trafficking cases or traffickers were prosecuted during the reporting period, as the government's data reported how many prosecutions were brought under each provision of the penal code and a case brought under several provisions would, therefore, be counted multiple times. Furthermore, law enforcement officials continued to conflate human trafficking and migrant smuggling and may report statistics conflating the two crimes. The government reported 70 investigations and 50 prosecutions under PACHTO in 2014, compared with 138 investigations and prosecutions in 2013. The government reported 17 convictions under PACHTO during the reporting period; sentences ranged from 5,000 Pakistani rupees (PKR), (approximately $50), to 30,000 PKR ($300). Officials have not yet secured any convictions under the 1992 BLSA; an international organization confirmed land owners exploited bonded laborers with impunity. International organizations conducted capacity-building workshops and victim assistance trainings at law enforcement academies and police stations; the government provided in-kind contributions towards the trainings. The Interagency Task Force held quarterly 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.

Official complicity in trafficking remained a significant problem. Some feudal landlords and brick kiln owners were affiliated with political parties or held official positions and used their influence to protect their involvement in bonded labor. In January 2015, the Supreme Court heard the petition of a criminal case filed in 1996 against two landowners, including a former Member of the Provincial Assembly, who reportedly used thousands of forced agricultural laborers in Digri and Sanghar, Sindh. The labor group responsible for the original court petition claimed landowners used their influence in the Provincial Assembly to intimidate bonded laborers and their supporters; the case remains ongoing. 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, although it did document 141 human "trafficking" networks operating inside Pakistan and provided details about the complicity of immigration officials at airports in Karachi, Lahore, and Islamabad. Other reports indicate police accepted bribes to ignore prostitution in general, some of which may have included sex trafficking. Police reportedly acted against trafficking when pressured by media and activists; there were cases when officers were indifferent to practices that included or contributed to 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.

PROTECTION

The government made minimal efforts to protect and assist victims. The FIA and police began to use standard operating procedures for the identification of trafficking victims and their subsequent referral to protective services; however, it is unclear how widely the procedures were disseminated and practiced. An international organization reported the district vigilance committees set up under the BLSA "had not performed their functions of identifying" bonded laborers. Police were reluctant to assist NGOs in rescue attempts, often tipping off landowners and punishing victims for unlawful acts committed as a direct result of being subjected to human trafficking. Sex trafficking victims were charged with moral crimes such as adultery and, in some cases, returned to their traffickers. Undocumented foreign nationals and Pakistanis returning from abroad who had crossed the border illegally were detained and charged for immigration

violations without screening to determine whether they had been subjected to human trafficking.

Civil society continued to provide most victim services. Under the government's devolution process, which started in 2010, social service delivery and related governmental functions were devolved from the central government to provincial jurisdictions, which often did not have the financial resources and technical capacity to carry them out. Government-run "women's shelters" were available to women in difficult circumstances, including trafficking victims; NGOs noted that some of these facilities operated under prison-like conditions. Observers advised there were only a few shelters designated for trafficking victims, which were ill-equipped to deal with victims' social, economic, and psychological needs. Shelters were available to bonded laborers; however, they generally catered only to women and children, offering little support to men. Bonded laborers who were rescued but lacked identification documents were unable to access government services, including healthcare and food stipends, and sometimes returned to brick kilns or farms and assumed more debt. The government reported it provided protection to victims to encourage their cooperation in investigations; however, it is unclear how often protection was available or adequate. Victims expressed reluctance to testify against their traffickers due to threats of violence against them and their families. The Ministry of Interior granted extensions for foreign victims to stay in the country until a decision was reached on the victims' repatriation by the Federal Review Board of the Supreme Court.

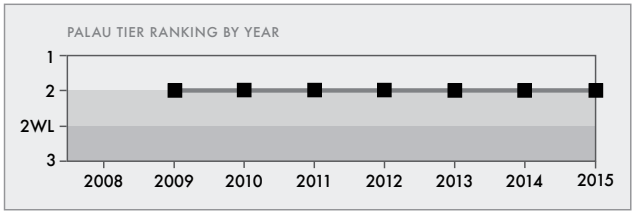
PREVENTION

The government made moderate efforts to prevent trafficking. In May 2014, the FIA established a research and analysis center in Islamabad with four staff responsible for collecting and analyzing data and trends related to human trafficking and smuggling. During the reporting period, the center published two quarterly newsletters with statistics and information on the government's efforts to combat trafficking and smuggling. In 2014, the government drafted, but did not finalize, a national action plan. Law enforcement and social welfare departments partnered with NGOs and international organizations to raise awareness of trafficking through seminars, discussions, and other public events. Observers asserted the government did not take sufficient steps to inform emigrants about trafficking, even though a significant number of emigrants become victims of trafficking. Many of the district vigilance committees mandated by law and charged with curbing bonded labor continued to be inactive or ineffectual. In partnership with NGOs, the Sindh and Punjab provincial governments issued identification documents to bonded laborers and their families, which allowed them to access government benefits and reduced the probability of re-victimization. In 2014, the FIA, in partnership with an international organization, established a helpline and an email address for trafficking victims, while it continued to operate an existing helpline in its headquarters. The government reduced the demand for commercial sex acts by arresting clients and proprietors of brothels and other establishments; however, police also arrested potential sex trafficking victims. The government provided anti-trafficking training or guidance for its diplomatic personnel. The government provided anti-trafficking training to military observers, unit commanders, and contingency commanders 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, about one-third of the country's population of 21,000, is the most vulnerable to trafficking. 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 had been presented in contracts or recruitment offers, and some become trafficking victims. Women from China and the Philippines are recruited to work in Palau as waitresses or clerks, but some are subsequently forced into prostitution in karaoke bars or massage parlors—many operated by Taiwanese, Filipino, or Palauan nationals. Foreign workers on fishing boats in Palau waters experience conditions indicative of human trafficking. Regulations that make it extremely difficult for foreign workers to change employers once they arrive in Palau place foreign workers at increased risk of involuntary servitude and debt bondage. Official complicity plays a significant role in facilitating trafficking; government officials—including a governor, a police officer, a labor official, and an immigration official—have been investigated for complicity in trafficking crimes.

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 2014, the government initiated two investigations of suspected sex trafficking, identified 20 potential victims, and convicted one former labor official of misconduct that facilitated trafficking. Prosecutors charged all suspected traffickers, including allegedly complicit officials, with lesser crimes; there were no prosecutions or convictions for trafficking offenses. Officials identified all potential victims through raids on commercial sex venues; however, officials' failure to adequately screen for indicators of trafficking during such raids may have resulted in the punishment of some unidentified victims for prostitution offenses. The government did not provide shelter or other forms of protection to identified victims, nor did it refer victims to other organizations to receive such support. The government failed to reconvene the anti-trafficking working group disbanded during the previous reporting period.



RECOMMENDATIONS FOR PALAU:

Using the 2005 anti-trafficking law, increase efforts to investigate and prosecute trafficking offenses, convict sex and labor traffickers, and impose stringent penalties on convicted traffickers—including complicit officials; establish formal procedures for front-line officers to identify trafficking victims among vulnerable groups and refer them to protective services; use funds obtained through asset seizure or fines on convicted traffickers to support victims; increase financial and human resources devoted to victim protection efforts; do not penalize trafficking victims for illegal acts committed as a result of trafficking; develop systematic procedures to provide

necessary authorization for foreign victims to remain in the country and obtain alternate employment; reassemble the national working group to combat trafficking and develop a national plan of action to guide its work; implement anti-trafficking information and education campaigns targeting vulnerable populations; enforce laws punishing employment agents for illegal practices which facilitate trafficking; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government continued to investigate possible sex trafficking crimes, but failed to apply its anti-trafficking law to prosecute or convict any traffickers. 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. The government prosecuted all suspected traffickers for labor violations or prostitution-related offenses instead of trafficking crimes that carry more severe penalties; offenders convicted under these other statutes received probation or nominal prison sentences.

There were no prosecutions or convictions under human trafficking laws in 2014. The government investigated two cases of prostitution that may have involved human trafficking. As a result of these investigations, six defendants were prosecuted and convicted of prostitution-related crimes and received light punishments ranging from probation to 20 days' imprisonment, as well as fines. Authorities continued prosecutions of four foreign nationals for prostitution-related violations in a December 2012 sex trafficking case and obtained one conviction; one defendant, permitted to travel to his home country during the previous reporting period, remained abroad. A Palauan police officer in this case was charged with labor violations. Suspected trafficking cases were often alleged to involve complicit officials; in 2014, the government convicted one labor official for misconduct that contributed to foreign nationals becoming trafficking victims in Palau. The government dropped all charges against a governor of one of Palau's states for alleged involvement in a 2013 sex trafficking case. In the same case, three prosecutions for prostitution-related crimes remained ongoing. The government investigated a labor recruiter for labor trafficking violations; it did not provide an update on a complaint filed in 2013 about working conditions that could be indicative of forced labor.

PROTECTION

The government made limited efforts to identify victims and negligible efforts to protect victims. In 2014, the government identified 20 potential sex trafficking victims. Identified victims were given access to a government counselor. The government did not fund or provide any additional protective services for victims, nor did it report whether any victims received shelter or support from other entities. Although several trafficking-related convictions in 2014 included fines or asset forfeiture, none of these funds were used to support victims. The government did not train officers to proactively identify victims among vulnerable populations, such as foreign workers or women in prostitution. It offered only short-term legal alternatives, on an *ad hoc* basis, to the removal of foreign victims to countries where they might face hardship or retribution; the attorney general could designate victims as "vulnerable", making them eligible for alternate employment and accommodation assistance, but authorities did not report whether any victims benefited from this policy in 2014. The government did not provide witness protection, and it did not formally investigate and prosecute threats against trafficking victims. NGOs report victims are sometimes detained, fined, or jailed for unlawful acts committed as a result of being subjected to trafficking.

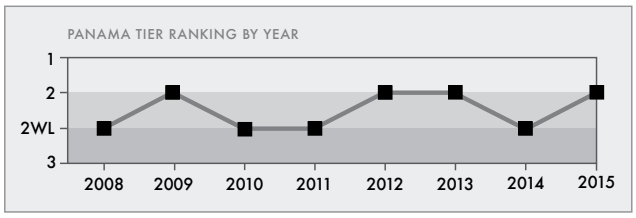
PREVENTION

The government decreased efforts to prevent trafficking. It did not reconstitute the anti-trafficking working group dissolved during the previous reporting period. The government neither developed a national action plan against trafficking nor conducted educational or anti-trafficking public awareness campaigns. The government did not provide anti-trafficking training to its diplomatic personnel. The government made no discernible effort to decrease the demand for commercial sex acts or forced labor. Palau is not a party to the 2000 UN TIP Protocol.

PANAMA: Tier 2

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. Panamanian women are also vulnerable to sex trafficking in other countries, including one known case in Guyana. The majority of foreign trafficking victims in Panama are women from Colombia, neighboring Central American countries, and the Dominican Republic. Most of these women migrate voluntarily to Panama for employment—including in the sex trade—but are subsequently exploited in sex trafficking or, to a lesser extent, in domestic servitude. Colombian refugee women are particularly vulnerable to sex trafficking. Within the last five years, authorities have identified Eastern European women working in nightclubs as potential sex trafficking victims. Nicaraguan, and to a lesser extent, Colombian men are subjected to labor trafficking in construction, agriculture, mining, and other sectors. Men and women from China are subjected to debt bondage, including in supermarkets, laundries, and other small businesses operated by Chinese citizens. Authorities have reported cases of traffickers subjecting men from Colombia to forced labor in restaurants, and an international organization has identified cases of debt bondage of Indian men in door-to-door peddling. Men from the United States have been investigated as child sex tourists in Panama. Panamanian and European officials reported some men and women from other countries, who transit Panama *en route* to the Caribbean or Europe, are subsequently subjected to sex or labor trafficking in their destinations. Immigration officials have been investigated for labor trafficking offenses.

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. Authorities increased the number of victims identified, including more labor trafficking victims; convicted five sex traffickers in two cases; and continued public awareness efforts. Victim protection was lacking, and the majority of identified victims did not receive services. The government failed to allocate funding to its trafficking victim assistance fund.



RECOMMENDATIONS FOR PANAMA:

Significantly increase funding for the delivery of specialized victim services, including through implementing the dedicated victim assistance fund and funding civil society organizations to provide services; intensify law enforcement efforts to proactively investigate and prosecute both labor and sex trafficking crimes—including cases involving Panamanian victims in the country—and convict and sentence traffickers, including any allegedly complicit government officials; continue to develop and institutionalize government-provided anti-trafficking training for relevant officials; implement the previously developed victim identification and assistance guidelines and train officials widely on these provisions; in partnership with civil society, make specialized services available to all male victims and child victims; amend the anti-trafficking law to adopt a national definition of human trafficking consistent with international law; and strengthen interagency coordination mechanisms, including outside the capital.

PROSECUTION

The government continued modest but uneven law enforcement efforts against human traffickers. 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 evidence of exploitation) as forms of trafficking, offenses that are not considered human trafficking under the 2000 UN TIP Protocol. Although Law 79 does not define trafficking to require movement of the victim, in implementing the law, Panamanian officials investigated and prosecuted human trafficking cases that did not involve movement as other crimes, such as commercial sexual exploitation.

In 2014, authorities investigated 11 new trafficking cases, four for sex trafficking and seven for labor trafficking, all of which involved movement. Although the government did not initiate any new prosecutions, it continued seven sex trafficking prosecutions from previous years and convicted five sex traffickers, an increase from three traffickers convicted in 2013. Prison sentences for convicted traffickers ranged from 10 years to 12 years and six months. The government did not report any investigations, prosecutions, or convictions for trafficking crimes that did not involve movement. Panamanian authorities cooperated on trafficking investigations with officials from Peru, Nicaragua, and Colombia. The government did not report any new investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses, or any developments in the appeal of the 2012 dismissal in a case involving six former immigration officials suspected of labor trafficking. In 2014, the government trained some government officials on the provisions of the 2011 anti-trafficking law, though foreign donors funded the majority of training for Panamanian officials.

PROTECTION

The government made limited progress in protecting trafficking victims, though protection efforts remained inadequate and the majority of identified victims did not receive services. Twenty-five victims were identified in 2014, including 14 men, seven women, three boys, and one girl; this is an increase from 16 victims identified in 2013. Twenty-one victims were subjected to labor trafficking and four to sex trafficking. One repatriated victim was Panamanian, and the remaining 24 victims were from other Latin American countries. The government did not report identifying any children exploited in sex trafficking or any Panamanian victims exploited within the country. It did not have systematic procedures for the proactive identification of victims among vulnerable populations, such as people in prostitution and detained undocumented migrants; guidelines for victim identification and protection published during the previous reporting year were not implemented. In July, the government launched a dedicated helpline for reporting trafficking cases, and identified three cases as a result. The government did not provide or fund specialized services for trafficking victims. Authorities referred 10 victims to an office in the public ministry that provides social workers and psychological services to witnesses and victims of crimes. Of these, two received temporary shelter in a government facility for women victims of domestic violence, one was placed in a government shelter for vulnerable children, and two were referred to an NGO that paid for them to stay in a hotel. There were no government or NGO shelters available to house adult men—the largest group of victims identified in 2014. Neither the government nor NGOs provided long-term services to any trafficking victims.

Panamanian authorities took written statements from victims and typically did not encourage them to participate further in the investigation and prosecution of traffickers. While victims could file civil suits against traffickers, the government did not implement a 2013 law mandating the creation of a specific fund for assistance to trafficking victims. Panamanian law provided only short-term legal alternatives to the removal of foreign victims to countries where they might face hardship or retribution; five victims received permits to remain in Panama during the course of the investigations in their legal cases. While identified victims were not penalized for unlawful acts committed as a direct result of being subjected to trafficking, insufficient efforts to screen vulnerable populations for indicators of trafficking may have led to some victims being penalized. Further, an NGO reported individuals forced to commit crimes were not identified as trafficking victims and were instead treated as criminals and during the year, a Colombian woman who may have been forced to transport drugs into the country was arrested for drug smuggling.

PREVENTION

The government sustained modest prevention efforts. Its anti-trafficking commission, responsible for leading implementation of the 2012-2017 national anti-trafficking action plan, began meeting regularly during the second half of the reporting period, but reported few notable outcomes. Interagency coordination remained weak, due in large part to the lack of standardized protocols for conducting and reporting activities across various agencies. Authorities conducted several events as part of an annual, month-long public awareness campaign and continued a campaign against sexual exploitation of minors. The government provided anti-trafficking training for its diplomatic personnel. Unlike last year, the government did not investigate, prosecute, or convict

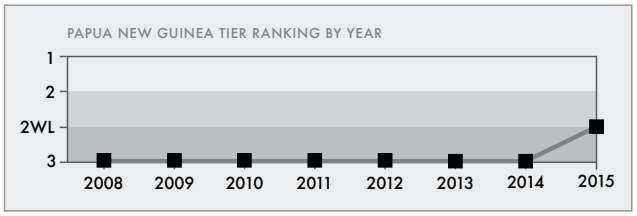
any child sex tourists. The government did not report efforts to reduce the demand for forced labor or commercial sex acts.

PAPUA NEW GUINEA: Tier 2 Watch List

Papua New Guinea is a source and destination country for men, women, and children subjected to sex trafficking and forced labor. Foreign and local women and children are subjected to sex trafficking, domestic servitude, forced begging, and street vending, and foreign and local men are subjected to forced labor in logging and mining camps. An estimated 19 percent of the country'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 patrons and sell an alcoholic drink called *mosko*—are vulnerable to human trafficking, especially around major cities. NGO sources indicate children in prostitution increased by 30 percent in 2013. Boys as young as 12 years old 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. Parents force children to beg or sell goods on the street as sources of income. Children, including girls from tribal areas as young as 5 years old, 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 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. 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 means to support their families or to pay for school fees. High-ranking public officials allegedly condone, are engaged in, or benefit from sex trafficking.

Malaysian and Chinese logging companies and foreign businesspeople arrange for some foreign women to voluntarily enter the country with fraudulently issued tourist or business visas. Subsequent to their arrival, many of these 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 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 extremely low wages, which requires employees to purchase food and other necessities from the employers at usurious interest rates.

The Government of Papua New Guinea 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 gazetted the Criminal Code Amendment of 2013, which contains anti-trafficking provisions, and established a new anti-trafficking training program for front-line officers and judiciaries. The police initiated an investigation involving a Papua New Guinean who allegedly exploited a Fijian national. The government also created an anti-trafficking committee and drafted a national action plan to combat trafficking. The government, however, continued to lack a formal victim identification procedure or referral mechanism. Despite reports of trafficking-related corruption at the highest levels of government, it also did not investigate police officers and other government officials allegedly involved in human trafficking. Government officials reportedly 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:

Train law enforcement officers, prosecutors, and judges on the crime of human trafficking and the trafficking provisions under the criminal code; investigate and prosecute trafficking offenses and punish traffickers, including parents and officials who facilitate or directly benefit from trafficking; approve the national plan of action that outlines Papua New Guinea's commitment to combat trafficking; develop and institute a formal procedure to identify victims among vulnerable groups, such as women and children in 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 victims of trafficking are not arrested, deported, or otherwise punished for acts committed as a direct result of being subjected to trafficking; allocate sufficient resources to the National Human Trafficking Committee for anti-trafficking awareness campaigns and trainings; work with NGOs and international organizations to increase protective services for 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, especially of children; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government maintained its anti-trafficking law enforcement efforts. It certified and gazetted the Criminal Code Amendment of 2013, which prohibits all forms of trafficking, which brought the law into force. The new 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.

The government initiated one new investigation involving a Fijian national who was subjected to forced labor by a Papua New Guinean; two labor trafficking investigations initiated in 2013 did not result in prosecutions. The prosecution of alleged labor trafficking offenses involving a Papua New Guinean national who was charged with "deprivation of liberty" for confining her maid, initiated in 2013, remained pending in court. 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 trafficker to the victim, but village courts did not order imprisonment of offenders. Some victims of internal trafficking or their parents, who received compensation from the trafficker, were reluctant to notify police or bring criminal charges against traffickers.

The Department of Justice and Attorney General (DJAG), with foreign funding, established a new anti-trafficking training program for front-line officers, magistrates, and civil society members comprised of three-day workshops held in several border provinces and major cities. The government continued to underfund law enforcement agencies, and most government offices remained weak as a result of corruption, cronyism, a lack of accountability, and a promotion system based on patronage. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses, despite allegations that government ministers, police, and other officials were complicit in commercial sexual exploitation of children.

PROTECTION

The government did not make any efforts to proactively identify trafficking victims. The government did not identify any victims, compared with seven identified in 2013. The government continued to lack a formal victim identification procedure and standardized referral mechanism. It did not operate any victim care facilities for trafficking victims or refer any victims to a shelter, compared with six referred in 2013. A potential Fijian trafficking victim, who was allegedly lured to Papua New Guinea under false pretenses and subjected to harsh conditions by a Papua New Guinean man, received assistance from the Fijian high commissioner; the PNG government did not provide assistance to the potential victim. None of the shelters run by NGOs or international organizations received financial or in-kind assistance from the government. There were no reports of victims being detained, fined, or jailed for unlawful acts committed as a direct result of being subjected to trafficking; however, some may have been as a result of inadequate government efforts to identify victims. The law provides legal alternatives to the removal of foreign victims of trafficking to countries where they may face hardship or retribution, but no victim was afforded this protection in 2014. The government allowed "ongoing stay" for trafficking victims but lacked provisions for victims to seek compensation through civil suits.

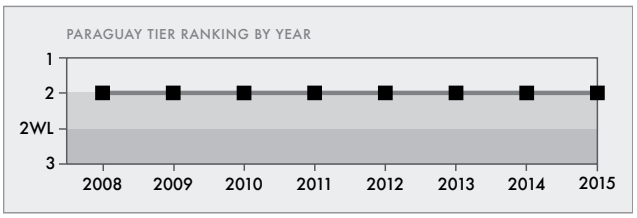
PREVENTION

The government took measurable steps to prevent human trafficking. The government created a National Human Trafficking Committee (NHTC), comprised of 14 government agencies, five civil society organizations, and five international stakeholders. NHTC, chaired by DJAG, met twice in 2014 to draft a national plan of action. The national plan of action was pending approval at the end of the reporting period. The government did not conduct any awareness or educational campaigns and did not take any measures to reduce child sex tourism. The government took no discernible actions to decrease the demand for forced labor or commercial sex acts. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. Papua New Guinea is not a party to the 2000 UN TIP Protocol.

PARAGUAY: Tier 2

Paraguay is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Paraguayan women and girls are subjected to sex trafficking within the country, and transgender Paraguayans are vulnerable to sex trafficking. An estimated 47,000 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. NGOs report child domestic workers are highly vulnerable to sex trafficking. Indigenous persons are particularly at risk for forced labor and sex trafficking, and in the Chaco region some indigenous Paraguayans are reportedly subject to forced labor and exploitation 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 recruits adolescent Paraguayans, two of whom died in combat with Paraguayan forces in 2014. Paraguayan victims of sex trafficking and forced labor are found in Argentina, Spain, Brazil, and other countries. Foreign victims of sex and labor trafficking in Paraguay are mostly from other South American countries. In January 2015, Paraguayan authorities identified approximately 80 Taiwanese citizens who were allegedly forced to work for online gambling sites catering to clients in China. Lawyers for the potential victims reported police officers had robbed the victims during a raid. Prosecutors report Paraguayan women are recruited as couriers of illicit narcotics to Europe and Africa, where they are subsequently coerced into forced prostitution. Paraguayan children, as well as men and boys from Brazil, are reportedly subjected to forced labor in the cultivation and sale of illicit drugs. Bolivian labor trafficking victims transit Paraguay *en route* to Brazil, and press reports indicate Chinese labor trafficking victims transit Paraguay *en route* to Argentina. NGOs and authorities reported government officials—including police, border guards, judges, and public registry employees—facilitated human trafficking, including by taking bribes from brothel owners in exchange for protection, extorting suspected traffickers to prevent arrest, and producing fraudulent identity documents.

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. Authorities convicted an increased number of traffickers and achieved the country's first internal labor trafficking convictions for child domestic servitude, though the majority of convicted traffickers received suspended sentences. Authorities continued to provide limited protective services to female trafficking victims, but funding for and provision of specialized victim services was inadequate. Authorities failed to create and fund an anti-trafficking secretariat and victim compensation fund, as required by law. The government detained and deported potential foreign labor trafficking victims.



RECOMMENDATIONS FOR PARAGUAY:

Increase access to comprehensive services and shelter for

victims of sex and labor trafficking through increased funding and enhanced partnerships with NGOs; intensify efforts to investigate and prosecute trafficking offenses and to convict and punish traffickers with dissuasive prison sentences; mandate specialized law enforcement officers and service providers to screen potential victims engaged in crimes to ensure victims are not penalized for unlawful acts committed as a direct result of being subjected to trafficking; increase efforts to hold officials complicit in trafficking criminally accountable; increase efforts to investigate forced labor cases and proactively identify labor trafficking victims; increase training for government officials, including law enforcement officials, labor officials, judges, and social workers, and offer guidelines on how to identify and respond to trafficking cases; institute formal referral mechanisms to ensure that all identified victims can access care services; and improve data collection on human trafficking.

PROSECUTION

The government made progress on prosecution efforts, but sentences were not sufficiently stringent to deter traffickers. 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 the requirements of international law, Law 4788 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 to implement the law effectively in 2014.

Prosecutors initiated investigations of 80 new trafficking cases in 2014, including 29 for international sex trafficking, six for international labor trafficking, and 23 for internal labor trafficking. Authorities filed charges against 10 defendants in seven cases of human trafficking and prosecuted 19 defendants for sex trafficking crimes in nine cases of pandering or profiting from prostitution. The government convicted 12 traffickers under the trafficking law in 2014, including two for internal labor trafficking involving child domestic servitude, one for international labor trafficking, two for internal sex trafficking, and four for international sex trafficking. Most traffickers received suspended sentences, while two traffickers received sentences of seven years and six months' and eight years' imprisonment. Seven traffickers were convicted using other statutes. This was an increase from two sex trafficking and one labor trafficking convictions in 2013. The anti-trafficking police unit was present in five cities but had insufficient resources, including a lack of vehicles and inadequate infrastructure. The dedicated prosecutorial unit also investigated other sexual crimes against children. The law enforcement response in some parts of the country was severely limited or delayed. Authorities provided anti-trafficking training to prosecutors, judges, and prosecutorial staff, often with support from international organizations or foreign donors. Paraguayan officials collaborated with Argentine, Chilean, and Spanish officials on trafficking investigations. Authorities did not report any new investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The government maintained uneven efforts to protect victims. Most government officials lacked formal procedures for proactively identifying 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. The government did not report how many total trafficking victims it identified in 2014. A unit in the attorney general's office provided 69 sex trafficking and 39 labor trafficking victims with emergency legal, psychological, and social services while officials collected testimonies. Fifty-one were exploited within Paraguay and 57 abroad; of these victims, 50 were women, 44 girls, eight men, and six boys. Foreign ministry officials identified 64 Paraguayan victims exploited abroad; most were identified within Latin America, as well as some in Europe. Government officials have arrested and detained some child soldiers in centers for youth offenders, though they did not identify any as potential victims during the year. Labor inspectors did not have the capacity or expertise to screen for potential labor trafficking victims and did not typically refer potential labor trafficking cases to law enforcement for criminal investigation.

No single government agency coordinated victim assistance, and most victims lacked access to comprehensive care. Specialized services, including shelters, remained inadequate, particularly outside the capital. The trafficking law required the government to create a national fund for trafficking victim assistance, but this fund was not operational. The Ministry of Women's Affairs (MWA) ran one temporary shelter in Asuncion for female victims of trafficking and domestic violence that provided lodging and counseling to 18 teenage girls and seven adult women in 2014. The secretariat for children provided services to eight children identified in sex trafficking and four in labor trafficking in 2014; it continued to provide support to child trafficking victims identified in previous years. Services for male victims remained virtually non-existent. The government lacked effective programs for trafficking victims to reintegrate into their community. Paraguayan authorities encouraged victims to participate in the investigation and prosecution of traffickers, and many victims did so. Some victims avoided the court system due to social stigma, fear of reprisal, and concerns over the lengthy judicial process. Authorities secured restitution for trafficking victims in two cases in 2014. Despite indicators of forced labor, such as passport retention and provision of illegal drugs to enhance productivity, the government failed to identify 80 Taiwanese citizens working for online gambling sites as potential trafficking victims and instead detained and deported them due to alleged visa violations. The government can offer temporary residency status to foreign trafficking victims, but did not report doing so in 2014.

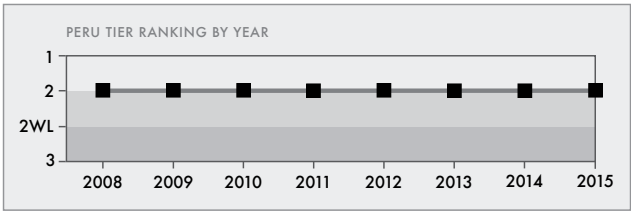
PREVENTION

The government maintained prevention efforts. The government-run anti-trafficking roundtable drafted a national action plan that awaited presidential approval as of April 2015. The roundtable's effectiveness was limited by a lack of funding and limited participation of some government entities. The MWA supported 11 regional and four municipal anti-trafficking roundtables that varied in effectiveness. Authorities conducted a variety of workshops and several trafficking awareness campaigns, including one on child domestic servitude, often with foreign donor funding and civil society partnership. While authorities reported citizens from neighboring countries have paid for sex with prostituted children in the tri-border region, the government did not report any investigations for child sex tourism in Paraguay. Authorities did not report efforts to reduce the demand for commercial sex acts or forced labor. The government provided anti-trafficking training for its diplomatic personnel and Paraguayan troops.

PERU: Tier 2

Peru is a source, destination, and transit 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. 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 women and children are exploited in sex trafficking in other countries, particularly within South America, and women and girls from neighboring countries 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 criminal activities, including cocaine production and transportation. 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 other South American countries, the United States, and other countries. Peru is a destination for forced labor victims from other countries, including labor trafficking victims in the fishing industry. Third country migrants transiting through Peru to Brazil were reportedly vulnerable to trafficking. Government officials, NGOs, and victims report police extort nightclub and brothel owners using the threat of sex trafficking charges; falsely charge victims trying to escape bars or brothels with crimes such as theft; and force victims to sign declarations absolving their traffickers. Officials and NGOs report police officers extort women in prostitution, threatening to arrest them for trafficking; this intimidation serves as a disincentive for victims to report their exploitation. Some officials' involvement in the mining industry poses a conflict of interest that impedes law enforcement action against trafficking in mining areas. Some officials reportedly accept money to drop charges or exonerate traffickers. There were reports police in the anti-trafficking unit accepted traffickers' bribes.

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. The government opened a dedicated shelter for child sex trafficking victims, increased staff in the anti-trafficking police unit, and established a dedicated prosecutorial unit in Lima in 2014. Trafficking-related complicity remained a serious and largely unaddressed problem as authorities reported no new prosecutions or any convictions of complicit officials. Efforts to identify and assist forced labor victims and to prosecute and convict labor traffickers remained inadequate. Victim services remained limited. Government data on human trafficking was unreliable.



RECOMMENDATIONS FOR PERU:

Increase funding for and access to specialized, comprehensive services for all victims, including adults and victims outside the capital, in partnership with NGOs; follow through on investigations of trafficking-related complicity by prosecuting and convicting officials guilty of such crimes; significantly increase efforts to investigate and prosecute trafficking offenses and convict and punish trafficking offenders, especially for forced labor; initiate proactive labor trafficking 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; establish systematic training efforts to improve victim identification by government officials; verify through ongoing oversight that police and prosecutors conduct intelligence-based raids and employ effective victim screening and referrals; dedicate funding in ministry and regional government budgets to carry out anti-trafficking responsibilities; and improve data collection.

PROSECUTION

The government made uneven progress on prosecution efforts. 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. This law was modified in 2014 to clarify the definition of trafficking. The law diverges from the 2000 UN TIP Protocol by penalizing illegal adoption and the sale of organs as trafficking. Some police, prosecutors, and judges classified trafficking cases as other crimes, such as pimping or enabling prostitution, which carry lower penalties. Judges often downgraded trafficking charges to lesser charges related to prostitution and frequently failed to sentence traffickers for aggravated trafficking in cases involving child victims, as required by law.

Data collection was uneven, and law enforcement officials continued to conflate adult prostitution and sex trafficking, making data unreliable. Prosecutors reported opening 105 trafficking investigations and initiating prosecutions of 20 individuals for trafficking in 2014. The government reported convicting 19 traffickers under the trafficking statute, a significant decrease from 41 traffickers convicted in 2013. Authorities did not report how many of these convictions were for forced labor, how many were prior convictions upheld by appeals courts, or if any were for illegal adoption or sale of organs. Authorities did not report the range of sentences or how many sentences were suspended. Investigations, prosecutions, and convictions for forced labor appeared to remain low relative to the size of the problem. The anti-trafficking and anti-smuggling police unit was based in the capital, with a smaller branch in Iquitos. In 2014, the government increased the unit's staff in Lima and raised it to the level of a directorate. The directorate's ability to conduct victim-centered operations, particularly outside Lima, remained hampered by limited resources and staff turnover. Some police reportedly have asked victims' families for money to do police work, including raids. Authorities launched an anti-trafficking prosecutorial unit with jurisdiction over Lima. Police and prosecutors coordinated poorly and lacked expertise, compromising efforts to rescue victims and investigate cases. In some areas, a lack of government presence, absence of victim services, and officials' fear of traffickers hampered law enforcement efforts. Some police and prosecutors blamed victims for their exploitation or categorized trafficking cases as labor infractions or runaway youth. In partnership with NGOs

and an international organization, officials provided training to police, prosecutors, and other officials. Authorities coordinated with foreign governments on trafficking investigations.

In 2014, authorities investigated two police officers accused of collaborating with traffickers and raping a child victim. In February 2015, prosecutors closed the investigation of a congressman for running a motel where child sex trafficking occurred. The government removed two prosecutors from office in 2014 for covering up a trafficking case. Criminal charges remained pending against two prosecutors who had been temporarily suspended in 2012 for accepting money from a trafficker. An investigation initiated during the previous reporting period of a police commander arrested for allegedly accepting a bribe to ignore human trafficking remained ongoing. The government did not report any prosecutions or convictions of government officials complicit in human trafficking.

PROTECTION

The government made limited progress in victim protection, though most victims lacked access to specialized services. Authorities did not employ systematic procedures for identifying trafficking victims among vulnerable populations and did not maintain reliable victim identification statistics. Some officials appeared to fail to identify labor trafficking victims and distinguish between women engaged in prostitution and sex trafficking victims. Some police and prosecutors expected adult victims to self-identify in front of other potential victims and traffickers during raids. Based on incomplete police data, police identified 165 potential trafficking victims in 2014; of these, 140 were adults and 25 children, and 152 were female and 13 male. This represents a significant decrease from 664 potential victims police reported identifying in 2013. Ministry of Defense officials reported identifying six children and six adults subjected to forced labor by the Shining Path in 2014.

The government had no formal process for referring trafficking victims to services, and it was unclear how many total victims received which services, including shelter. The Ministry of Women and Vulnerable Populations (MIMP) reported assisting 177 trafficking victims, including 122 girls, 17 boys, 38 women, and no men; the cases of adult women appeared to include women engaged in prostitution. Shelter and specialized psychological, employment, and other services remained unavailable in most areas and for most adults and labor trafficking victims. Several ministries had victim assistance protocols, some of which were published in 2014, though most were implemented unevenly. MIMP was required by law to coordinate and provide services to trafficking victims in partnership with regional governments, but lacked funding or capacity to fulfill this mandate. MIMP had a budget of 752,000 soles ($260,000) to implement its protection responsibilities for victims. After gathering testimony, police often sent victims home, at times relying on NGOs or traffickers for funding, instead of referring them to care services, often because those services did not exist. MIMP opened the first dedicated shelter for girl victims of sex trafficking; this shelter provided services to 14 victims in 2014. In December 2014, MIMP assisted a municipal government in Madre de Dios to use an inoperative government shelter to provide services to female victims of violence, including trafficking; it reported assisting two trafficking victims. Many government shelters for vulnerable children lacked space to house victims. Likewise, government emergency centers for women provided no shelter and no specialized services for victims. Authorities did not report how many Peruvian victims abroad they assisted or repatriated in 2014, and funding for reintegration was lacking.

The prosecutorial program for victims and witnesses assisted 144 trafficking victims in 2014. Authorities were required to provide victims with a public defender during prosecutions of traffickers, but did not report how many victims received this assistance in 2014. Victims often received inadequate protection and assistance during judicial processes, and many victims experienced aggressive questioning without an attorney or family member present. Some officials did not sufficiently protect the privacy of trafficking victims. The government did not report any victims receiving restitution. There were no reports of the government penalizing victims for unlawful acts committed as a direct result of being subjected to trafficking. 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 2014.

PREVENTION

The government maintained prevention efforts. The interagency committee, which also included NGOs and international organizations, met regularly, though participants reported that some ministries did not fully participate. The committee issued an annual report on anti-trafficking efforts. The government had a separate commission and inter-ministerial plan and protocol against forced labor, which lacked a budget for implementation. Twenty-two regional governments maintained anti-trafficking working groups, which varied in effectiveness and some of which relied on NGOs for coordination. Most government entities lacked adequate funding to implement their duties as outlined in the national anti-trafficking action plan. Various ministries conducted awareness-raising efforts, often in partnership with international organizations and NGOs and with foreign donor funding. Some of these efforts focused on preventing child sex tourism. The labor inspection unit focused on child and forced labor, established in 2013, did not identify any forced labor victims in 2014. Authorities did not report prosecutions or convictions of child sex tourists in 2014. The government took efforts to reduce the demand for commercial sex acts involving children in partnership with civil society, but did not report efforts to reduce the demand for forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government provided Peruvian peacekeepers with specific training on human trafficking prior to their deployment abroad on international peacekeeping missions.

PHILIPPINES: Tier 2

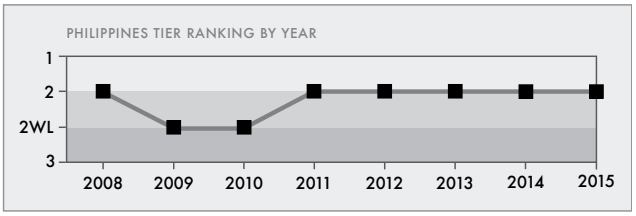
The Philippines is a source country and, to a much lesser extent, a destination and transit country for men, women, and children subjected to sex trafficking and forced labor. Many victims exploited overseas and domestically experience physical and sexual abuse, threats, inhumane living conditions, nonpayment of salaries, and withholding of travel and identity documents. An estimated 10 million Filipinos migrate abroad for work, and many are subjected to sex trafficking and forced labor—including through debt bondage—in the fishing, construction, education, nursing, shipping, and agricultural industries, as well as in domestic work, janitorial service, and other hospitality-related jobs throughout the Middle East, Asia, Europe, and North America. Traffickers, typically in partnership with small local networks, engage in

recruitment practices that leave migrant workers vulnerable to trafficking, such as charging excessive fees and confiscating identification documents. Traffickers also use email and social media to fraudulently recruit Filipinos for overseas work. Illicit recruiters use student, intern, and exchange program visas to circumvent the Philippine government and destination countries' regulatory frameworks for foreign workers.

Forced labor and sex trafficking of men, women, and children within the country remains a significant problem. Women and children—many from impoverished families, typhoon-stricken communities, and conflict-affected areas in Mindanao—undocumented returnees, and internally displaced persons are subjected to domestic servitude, forced begging, forced labor in small factories, and sex trafficking in Manila, Cebu, Angeles, and urbanized cities in Mindanao. Trafficking also occurs in tourist destinations such as Boracay, Olongapo, Puerto Galera, and Surigao where there is a high demand for commercial sex acts. Men are subjected to forced labor and debt bondage in agriculture, fishing, and maritime industries. The UN reports 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, continue to recruit and use children, at times through force, for combat and noncombat roles. Child sex trafficking remains a serious problem, typically aided by taxi drivers who have knowledge of clandestine locations. Very young Filipino children are coerced to perform sex acts for live internet broadcast to paying foreigners; this typically occurs in private residences or internet cafes and is often facilitated by family members. Child sex tourists include persons from Australia, New Zealand, and countries in Northeast Asia, Europe, and North America; Filipino men also purchase commercial sex acts from child trafficking victims. Organized crime syndicates transport sex trafficking victims from China through the Philippines *en route* to other countries.

Public officials, including those in diplomatic missions abroad, law enforcement agencies, and other government entities, are reported to be complicit in trafficking or allow traffickers to operate with impunity. Reports assert some corrupt officials accept payments or sexual services from establishments notorious for trafficking, accept bribes to facilitate illegal departures for overseas workers, downgrade trafficking charges, or overlook unscrupulous labor recruiters. At times, police conduct indiscriminate or fake raids on commercial sex establishments to extort money from managers, clients, and victims. Some personnel working at Philippine embassies abroad reportedly sexually harass victims of domestic servitude, withhold back wages procured for them, subject them to domestic servitude for a second time, or coerce sexual acts in exchange for government protection services.

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 convicted 54 traffickers and took steps to expedite prosecutions. In an effort to prevent trafficking of migrant workers, authorities conducted training and awareness campaigns for government officials, prospective employees, and the general public. Officials proactively identified victims exploited within the country. However, the government did not make efforts to provide all trafficking victims access to specialized services; protection for male victims remained minimal. Authorities convicted only one labor trafficker. The government did not make significant efforts to reduce the demand for commercial sex acts. Pervasive corruption undermined government efforts to combat trafficking, and investigations of potentially complicit officials did not lead to criminal convictions and in some cases even failed to secure administrative punishment against offenders.



RECOMMENDATIONS FOR THE PHILIPPINES:

Increase efforts to hold government officials administratively and criminally accountable for trafficking and trafficking-related offenses through criminal prosecutions, convictions, and stringent sentences; increase the availability of shelter and protection resources that address the specific needs of trafficking victims, with a particular focus on male victims; allow freedom of movement to adult victims residing in government facilities; continue to increase efforts to investigate, prosecute, and convict both labor and sex traffickers who exploit victims within the country and abroad; widely implement the continuous trial mechanism to increase the speed of trafficking prosecutions; develop and implement programs aimed at reducing the demand for commercial sex acts, including child sex tourism; prevent the government's armed forces or auxiliary armed groups supported by the government from recruiting or using children, and investigate any such allegations; continue to train front-line officers on appropriate methods to assist children apprehended from armed groups; and continue to strengthen anti-trafficking training for judicial officials, law enforcement, and diplomats.

PROSECUTION

The government demonstrated increased law enforcement efforts. The Philippines prohibits sex and labor trafficking through its 2003 and 2012 anti-trafficking acts, which prescribe penalties of six years' to life imprisonment plus fines up to five million pesos ($112,000), which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. This law also defines purchasing commercial sex from a child as a trafficking offense. During the reporting period, police investigated 282 alleged cases of trafficking, up from 155 the previous year. Of these, 158 cases involved sex trafficking of adults, 110 cases involved forced labor of adults, and 12 involved sex or labor trafficking of children. The government reported the investigation of two attempted trafficking cases; however, the details of these cases remain unknown. The National Bureau of Investigation initiated 107 trafficking investigations. The government prosecuted at least 595 defendants, compared with 663 defendants during the previous year. Authorities convicted 53 sex traffickers, an increase from 31 the previous reporting year, and acquitted three individuals. It obtained one conviction for labor trafficking. The government did not take any law enforcement actions to punish the recruitment and use of child soldiers. Sentences for those convicted ranged from 10 years' to life imprisonment, with most offenders sentenced to life imprisonment. In 2014, the Supreme Court instituted the continuous trial system pilot project, significantly expediting trafficking prosecutions; seven trafficking cases were completed in less than one year. However, endemic inefficiencies in the judicial system left some cases pending prosecution.

The government made strong efforts to provide anti-trafficking training to authorities, with a particular focus on disaster-stricken regions. The Interagency Council Against Trafficking (IACAT) and its taskforces conducted and co-organized 99 training sessions and workshops on trafficking, directly aiding over 5,000 prosecutors, law enforcers, and social workers. In addition, police conducted 6,138 community activities to discuss enforcement of the anti-trafficking law. Philippine officials continued to cooperate with foreign governments to pursue international law enforcement action against suspected traffickers; six such trafficking investigations were initiated in 2014. Authorities conducted administrative investigations of public officials for potential complicity in the facilitation of trafficking, although it was unclear how many investigations authorities initiated. No new or ongoing investigations resulted in criminal prosecutions or convictions, and 19 cases were ongoing at the close of the reporting period. A 2013 case of an embassy official in Kuwait who violated the Philippines' anti-trafficking law remained pending prosecution, with no criminal charges filed in 2014. Administrative investigations of personnel working in Philippine embassies in the Middle East accused of mistreating and re-victimizing Filipina victims of domestic servitude remained ongoing. Ottawa police charged a Philippine diplomat and her spouse posted in Canada with domestic servitude, but it was unclear what steps the Philippines government took to address this case.

PROTECTION

The government continued to proactively identify and provide limited services to victims. Comprehensive statistics for the total number of victims identified and assisted were not available; however, in the 291 cases (14 for forced labor and 277 for sex trafficking) monitored by the anti-trafficking taskforce, IACAT reported identification of 1,089 victims, of whom 741 were female, 95 male, and 253 children. The Department of Social Welfare and Development (DSWD) reported serving 1,395 trafficking victims, of whom 346 were children; the majority were subjected to forced labor. The government followed formal procedures to identify victims and refer them to official agencies or NGO facilities for care. Victims were identified through rescue operations, screening at borders, reports to embassies abroad, and calls to the national anti-trafficking help line, which referred 23 victims to assistance within the country, Malaysia, Jordan, and Lebanon.

The government, through the recovery and reintegration program and partnership with NGOs, provided victims with shelter, psycho-social support, medical services, legal assistance, and vocational training. It allocated approximately 23 million pesos ($530,000) for the implementation of this program. The DSWD continued to operate 26 temporary shelters for women and children victims of abuse, including trafficking; however, the facilities and services remained inadequate to address the specific needs of victims. The DSWD reported providing 853 trafficking victims with temporary care at these shelters. Child victims, who were required to stay temporarily in the shelters, and adult victims choosing to reside there were not permitted to leave unattended. Only five of the 26 facilities had the capacity to shelter male victims, and some boy victims were placed in shelters for children in conflict with the law. Protective services for male victims remained scarce, and the DSWD prematurely discharged them without investigating for trafficking indicators, which negatively affected their rehabilitation. The government provided a small amount of funding to NGOs, which delivered the vast majority of specialized services to trafficking victims; however, the lack of long-term care, absence of mental health services, and familial involvement in facilitating exploitation left many victims vulnerable to re-trafficking. In 2014, the government assisted 22 children involved in armed conflict.

The government lacked a formal policy to safeguard victims electing to testify against traffickers. Although officials offered victim-witness protection against reprisals through a protection, security, and benefit program, the program failed to fully cover victims' needs, and the lengthy approval process discouraged victims from applying for assistance. 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. Reports did not identify victims punished for unlawful acts committed as a result of being subjected to trafficking. Although no foreign victims were identified in the Philippines during the year, the government had long-term alternatives to the removal to countries where victims may face hardship or retribution.

PREVENTION

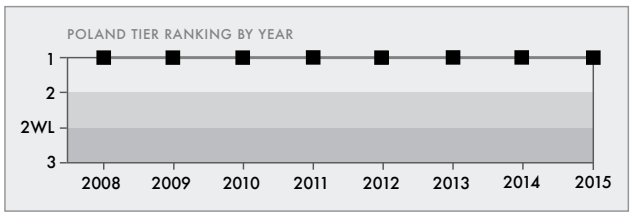
The government continued robust efforts to prevent trafficking. Government anti-trafficking taskforces, in consultation with NGOs, continued to implement the 2012-2016 strategic plan to combat trafficking. Authorities allocated 200,000 pesos ($4,500) for community education programs on trafficking in nine provinces, which reached more than 2,500 participants, including prospective migrants. The DSWD conducted 54 advocacy activities on the anti-trafficking law, which benefited over 2,000 people across the country. IACAT also funded anti-trafficking forums and orientation workshops for approximately 10,000 students and women and children's rights advocates. Through social media, television, and other platforms, the government provided anti-trafficking information to the general public.

The Philippine Overseas Employment Agency conducted 13 seminars to discuss the expanded anti-trafficking law; officials investigated 129 cases involving 289 victims of illegal recruitment and closed 11 non-licensed establishments. Officials referred 124 cases for criminal investigation proceedings. The government did not report how many individuals involved in illegal recruitment were prosecuted, but they did report eight illegal recruitment convictions during the reporting year. The Bureau of Immigration continued to screen for potential victims at airports and seaports; however, this indiscriminate screening mechanism may be indicative of the government unduly restricting Filipinos' right to travel outside the country. Despite significant local and foreign demand in the country's vast commercial sex trade, the government's efforts to reduce the demand for commercial sex acts were negligible, and authorities reported no efforts to reduce the demand for forced labor. In an effort to prevent child sex tourism, the government filed 17 charges against 13 foreign child sex offenders during the reporting year. In 2014, the government assisted 22 children involved in armed conflict; however, no law enforcement actions were taken to punish the recruitment and use of child soldiers. Government agencies trained 176 front-line workers on how to properly monitor and prevent child rights violations, to include child soldiering. The government provided anti-trafficking training or guidance to Philippine troops prior to their deployment abroad on international peacekeeping missions and its diplomatic personnel.

POLAND: Tier 1

Poland is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Labor trafficking is increasing in Poland; forced labor victims originate from Europe, Asia, and Africa. Children, particularly Romani children, are recruited for forced begging in Poland. Men and women from Poland are subjected to forced labor in Europe, primarily Western and Northern Europe. Women and children from Poland are subjected to sex trafficking within the country and also in other European countries. Women and children from Eastern Europe, particularly Bulgaria, Romania, and Ukraine, are subjected to sex trafficking in Poland.

The Government of Poland fully complies with the minimum standards for the elimination of trafficking. During the reporting period, the government provided specialized training to police and border guard officers on topics such as victim identification, standard operating procedures, and legislation referring to human trafficking; however, prosecutors and judges lacked adequate training opportunities. The courts upheld fewer convictions than in previous years. A large proportion of convicted traffickers continued to receive suspended prison sentences, and law enforcement action against forced labor was insufficient, despite a large number of labor trafficking victims identified. The government continued to fund victim services and amended laws to improve available protections for foreign victims; however, the government did not provide specialized services to child victims of trafficking.



RECOMMENDATIONS FOR POLAND:

Provide child victims of trafficking specialized care; increase training for prosecutors and judges; investigate, prosecute, and convict individuals engaged in labor trafficking; improve efforts to identify victims proactively among vulnerable populations, particularly unaccompanied children and irregular migrants; continue to investigate and prosecute trafficking offenses vigorously and take steps to ensure that trafficking offenders receive sentences commensurate with the severity of the crime; facilitate victims' access to compensation by encouraging prosecutors to request compensation during criminal cases and systematically informing victims of their right to pursue civil suits against their traffickers; increase the shelter system's capacity to assist victims, including men and children; consider amending the criminal code to ensure that identified victims are not penalized for acts committed as a direct result of being subjected to trafficking; consider establishing an independent national rapporteur to monitor the government's anti-trafficking progress; and conduct additional awareness campaigns to reduce the demand for commercial sex acts.

PROSECUTION

The government improved its law enforcement efforts. Poland prohibits all forms of trafficking through Articles 115.22, 115.23, 189a, 203, and 204.3 of its criminal code, which prescribe punishments of one to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In 2014, the police and border guard launched investigations of 74 cases, compared with 77 in 2013. The government lacked a central mechanism to cross-reference and consolidate statistics, but reported authorities prosecuted 28 suspected traffickers and convicted 37 in 2014, compared to 48 defendants prosecuted and 35 traffickers convicted in 2013. In collecting data, the government only considered sentences issued after appeals to be final. In 2013, the most recent year for which post-appeal sentences were available, 41 convictions were upheld, compared with 64 in 2012. Similar to the previous four years, approximately half of the convicted traffickers received suspended sentences. Convicted traffickers who received prison terms served sentences ranging from one to five years' imprisonment; 71 percent of convicted traffickers received a sentence of two years or less. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. Authorities collaborated on investigations with counterparts in several foreign countries. The government included trafficking in basic training for the police and border guard and provided additional trainings during 2014. The government did not provide any training on trafficking to prosecutors and judges; according to GRETA, prosecutors and judges often lacked expertise in labor trafficking cases. Authorities reported that Polish courts have very rarely issued convictions for trafficking for forced labor, despite NGOs assisting over 170 victims of forced labor and forced begging in 2013-2014. Observers reported that prosecutors were sometimes reluctant to prosecute suspected traffickers due to the complexity and difficulty of those cases.

PROTECTION

The government maintained strong victim protection efforts, though authorities did not provide specialized care for child victims. In 2014, the government allocated one million zloty ($269,900) to two NGOs that run the National Intervention-Consultation Center for Victims of Trafficking (KCIK). Public authorities and experts reported inadequate victim identification was a major challenge, especially in labor exploitation and underage victim cases. KCIK provided assistance to 207 victims in 2014, compared with 222 in 2013. Of the 207 victims, 136 were foreign nationals and 100 were victims of forced labor and forced begging. KCIK offered victims medical and psychological care, legal assistance, food, clothing, and employment-related training. Adult female victims 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 used crisis centers and hostels for this purpose, as there were no trafficking-specific shelters for men. The national system of victim assistance did not properly address the needs of unaccompanied minors. The government placed child victims in orphanages and with foster families. GRETA reported some unaccompanied minors, who may have been trafficking victims, disappeared from orphanages. Local governments also funded and operated 183 crisis intervention centers; 23 were designated specifically for adult trafficking victims.

The government's witness protection program provided foreign victims with a temporary residence permit, medical and psychological care, and shelter or lodging support for those who cooperated with law enforcement. The government enrolled 62 trafficking victims into this program in 2014. The revised Law on

Aliens, which entered into force in May 2014, extends the possible validity of a residence permit to three years and provides for the possibility of permanent residency. Foreign victims were entitled to a three-month reflection period, during which they could stay legally in Poland to decide whether to assist in the criminal process; 22 victims received this reflection period in 2014. GRETA reported authorities did not systematically inform victims about the reflection period. Although victims could file civil suits against traffickers and judges could order compensation for victims in criminal cases, observers reported very few trafficking victims have ever received compensation from their traffickers. Six trafficking victims were convicted for illegally crossing the Polish border; however, at the close of the reporting period, authorities were evaluating whether to request an overturning of the verdict based on their status as victims.

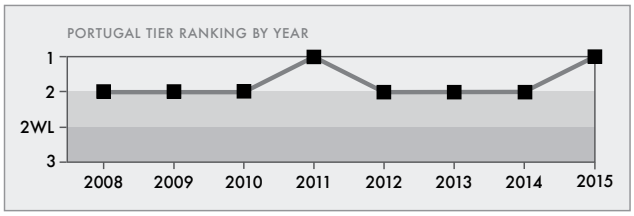
PREVENTION

The government sustained strong prevention efforts. In 2014, the government allocated 135,000 zloty ($36,400) for the implementation of tasks related to the 2013-2015 national action plan for combating trafficking. 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 anti-trafficking policies. However, observers reported 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 continued to establish provincial teams to improve coordination; six of Poland's 16 regions had teams comprising local provincial officials, law enforcement, and NGOs. The government sponsored information campaigns, several of which targeted schoolchildren, migrant workers in Poland, and Poles seeking work abroad. The government offered a training session on combating trafficking for 33 labor inspectors. The government provided anti-trafficking training or guidance for its diplomatic personnel. The government did not demonstrate efforts to reduce the demand for commercial sex.

PORTUGAL: Tier 1

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 Africa and Eastern Europe, and—to a lesser extent—Latin America and Asia. Foreign victims of forced labor are exploited in agriculture and domestic service. Foreign women and children, mostly from Africa and Eastern Europe, are subjected to sex trafficking in Portugal. Portuguese women and children are exploited in sex trafficking within the country. Portuguese victims, primarily men, are subjected to forced labor in restaurants, agriculture, and domestic work in Portugal and Spain. Portuguese victims have also been subjected to forced labor and sex trafficking in other countries, mostly in Europe. Children from Eastern Europe, including those of Roma descent, are subjected to forced begging and forced criminal activity in Portugal, often by their families. Authorities report traffickers bring women and children, many from African countries, to Portugal and claim asylum before bringing victims to other European countries to be exploited in trafficking.

The Government of Portugal fully complies with the minimum standards for the elimination of trafficking. Government-provided data demonstrated increased accountability for labor and sex traffickers. The government funded three NGO-operated shelters and multidisciplinary teams to assist victims. While authorities have increased efforts to identify labor trafficking victims and hold labor traffickers accountable, the government identified few sex trafficking victims in 2014. Cases of third-party prostitution of Portuguese children were not always treated as child sex trafficking. Authorities identified a decreased number of potential and confirmed trafficking victims compared with the previous year.



RECOMMENDATIONS FOR PORTUGAL:

Continue to increase efforts to investigate and prosecute trafficking offenses and convict traffickers, issuing sufficiently dissuasive sentences; release guidance for law enforcement, justice officials, and service providers clarifying third-party prostitution of children is child sex trafficking; implement required and systematic training for all police, prosecutors, and judges to increase trafficking investigations and victim identification and to encourage the use of trafficking laws for convictions with dissuasive sentences; increase and document use of victim services, such as shelters and residence permits; provide specialized shelter and assistance for child trafficking victims, including Portuguese child sex trafficking victims; continue to train immigration and social workers, law enforcement, labor inspectors, and NGOs on victim identification and referral; and continue to conduct trafficking awareness raising campaigns on forced labor and sex trafficking.

PROSECUTION

The government strengthened law enforcement efforts. Portugal prohibits all forms of 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 addition, Article 159 prohibits slavery and prescribes penalties of five to 15 years' imprisonment, and Article 175 prohibits the prostitution of children, with penalties of one to 10 years' imprisonment.

For the first time, Portuguese authorities reported data on law enforcement efforts from the previous calendar year, including the number of convictions. In 2014, the government investigated 44 potential trafficking cases involving 55 alleged offenders. Authorities did not report how many cases involved forced labor. The government did not report the total number of trafficking prosecutions initiated in 2014, though prosecutors charged at least five defendants in three labor trafficking cases. Authorities reported convicting 36 traffickers in 2014: 10 labor traffickers and 10 sex traffickers under Article 160 and 16 traffickers under Article 159. Sentences ranged from one year and three months' imprisonment to 12 years' imprisonment, and 10 traffickers received suspended sentences, including all but one individual convicted of labor trafficking under Article 160. These convictions were not final due to appeals lodged by defendants. In comparison,

the government reported convicting nine traffickers in 2013, four of which received suspended sentences; authorities did not report the outcomes for an additional 20 defendants in trafficking court cases completed in 2013. Portuguese authorities also investigated and prosecuted human trafficking as other crimes, such as pimping, criminal association, or abetting legal aliens, for which a lesser burden of proof is required and convictions were easier to obtain. Experts identified a need for increased training for local law enforcement and judges, who sometimes categorized trafficking as other crimes, such as domestic violence or pimping. Press reports indicated child sex traffickers were convicted under pimping statutes in 2014. Authorities provided anti-trafficking training to front-line responders, including police officers, labor inspectors, and social workers. The government did not report any investigations, prosecutions, or convictions of officials for alleged complicity in trafficking-related offenses.

PROTECTION

The government maintained victim protection efforts, though the number of potential and confirmed victims identified decreased significantly compared with the previous year. Authorities identified 26 potential victims and 20 confirmed victims in 2014. In comparison, in 2013, the government reported 299 potential victims identified within Portugal; six potential Portuguese victims abroad; and 119 confirmed victims (initially reported as 45 confirmed victims in early 2014), all but three exploited in labor trafficking. The 20 confirmed victims of trafficking in 2014 included 12 men in forced labor, five women in forced labor, and two women in sex trafficking. Any front-line responders can refer potential victims of trafficking to services, but only border and migration and judiciary police or prosecutors can confirm trafficking victims. Based on the low number of child victims identified during the year and press coverage of law enforcement efforts and convictions for pimping of children, some children in prostitution were likely not identified as trafficking victims. In 2014, authorities published and distributed guidelines and practical tools for government officials and NGOs on victim identification.

The government provided 204,000 euro ($248,000) in 2014 to an NGO to operate four multidisciplinary teams in different regions in Portugal to assist victims and engage in training and awareness activities in partnership with government officials. Confirmed victims had the right to shelter, health, psycho-social, legal, translation and interpretation, and other services. Authorities reported 10 victims received assistance; it is unclear why the other victims did not. There were three government-funded, NGO-run temporary shelters available for victims: one for adult male victims and two for female victims and their children, including one opened in 2014. Authorities did not report how many victims stayed at these shelters in 2014, and the shelters were reportedly undersubscribed. The government reported providing almost 500,000 euro ($608,000) for the shelters in 2014. Child victims of trafficking received services under the framework of the child protection system. Authorities did not report how many child victims of third-party prostitution were assisted in 2014. An NGO reported partnering with the city of Lisbon to provide some victims of sexual exploitation and sex trafficking with employment assistance. The government offered victims a reflection period of up to 60 days, during which victims could recover before deciding whether to cooperate with law enforcement. The law also provided for a one-year residence permit for victims cooperating with law enforcement or based on a personal situation; this permit could be renewed for one year. One victim was issued a residence permit in 2014, compared with two victims receiving permits in 2013. Authorities reported most confirmed victims identified in 2014 returned to their home countries; it was unclear if these victims refused to cooperate with law enforcement or did not want to remain in Portugal. NGOs and law enforcement reported some victims were hesitant to speak with authorities. Comprehensive witness protection was guaranteed to victims who assisted in trials. It was unclear how many victims received compensation from their traffickers, but two victims received some compensation from the government. There were no reports of victims being penalized for unlawful acts committed as a result of being subjected to trafficking.

PREVENTION

The government maintained trafficking prevention efforts. The government implemented its third national action plan for 2014-2017 and maintained a multi-stakeholder anti-trafficking network, including a national rapporteur, representatives from various government agencies, and three NGOs. Authorities provided assessments of government anti-trafficking efforts online. The government funded and conducted prevention efforts, including an awareness campaign focused on labor trafficking linked to agriculture. Portuguese law penalized individuals who paid children for commercial sex acts in an effort to reduce the demand for commercial sex, but authorities did not demonstrate efforts to reduce the demand for forced labor. There were no reports of Portuguese citizens engaging in child sex tourism abroad during the year. The government provided anti-trafficking training or guidance for its diplomatic personnel.

QATAR: Tier 2 Watch List

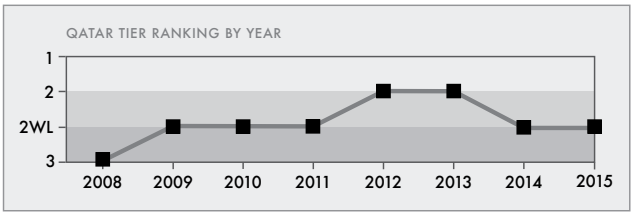
Qatar is a destination country for men and women subjected to forced labor and, to a much lesser extent, forced prostitution. Approximately 94 percent of the country's workforce is comprised of men and women from South and Southeast Asia, Africa, and the Middle East who voluntarily come to work as low- and semi-skilled workers, primarily in construction, oil and gas, service, transportation, and domestic work, but some 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 become involved in prostitution; some of these women may be runaway domestic workers forced into prostitution by traffickers who exploit their illegal status. In 2014, reports by an international organization alleged Nepali and other migrant workers in Qatar died primarily due to poor working conditions.

Qatar's low-skilled migrant worker population continues to be the largest group at risk of trafficking. Many migrant workers arriving in Qatar paid exorbitant fees to recruiters in their home countries, and some recruitment agencies in labor-sending countries lured foreign workers with false employment contracts. Migrant workers often live in cramped, unsanitary conditions, and many complain of excessive working hours and unpaid wages. Qatar's sponsorship system places significant power in the hands of employers, who have unilateral power to cancel residency permits, deny workers the ability to change employers, and deny permission to leave the country. Debt-laden migrants who face abuse or are misled often avoid legal action out of fear of reprisal, the lengthy recourse

process, or lack of knowledge of their legal rights, making them vulnerable to forced labor, including debt bondage.

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. According to recent studies conducted by Qatar University's Social and Economic Survey Research Institute, 86 to 90 percent of expatriate workers' passports are in their employers' possession, despite laws against passport confiscation. International rights groups and the media also report some migrant laborers face severe labor abuses, some of which amount to forced labor. Rights groups also allege 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 during the previous reporting period; therefore, Qatar is placed on Tier 2 Watch List. The government reported initiating investigation of 11 trafficking cases; however, no cases were investigated or prosecuted under the 2011 anti-trafficking law. The government did not convict any trafficking offenders in 2014, in comparison with nine convictions obtained the previous year. Additionally, the government has never prosecuted any exploitive employers or recruitment agencies under the 2011 anti-trafficking law; other existing labor protections remained weak and favored the employer. In February 2015, the government enacted legislation requiring employers to pay workers electronically and increased penalties for employers violating the labor code; employers were given six months from the law's issuance to begin its implementation. In the interim period, the Ministry of Labor and Social Affairs (MOLSA) trained inspectors and tested coordination efforts between MOLSA and Qatar Central Bank on technical systems. Domestic workers were vulnerable to forced labor or abuse because they remained unprotected by the labor law, which requires rest days, rest periods, and limits on working hours. The government reported 422 identified trafficking victims, 228 of which were victims of forced labor, a substantial increase from 62 reported the previous year. Nonetheless, this did not correlate with an expected increase in law enforcement efforts to address forced labor crimes. While the government conducted visits to work sites throughout the country, meeting laborers and educating them and their employers on trafficking regulations, it failed to abolish or drastically reform the sponsorship system—which would drastically reduce vulnerabilities to forced labor—as it had pledged to do in 2015.



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; extend labor law protection to domestic workers and ensure any changes to the sponsorship system apply to all workers; take action against employers who withhold workers' wages or passports; enforce the law requiring that employees receive residence cards within one week of arrival and further enforce the law criminalizing passport withholding; 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 continue to provide victims with adequate protection services; collect, disaggregate, analyze, and report anti-trafficking law enforcement data; continue to provide anti-trafficking trainings to government officials; and continue to conduct anti-trafficking public awareness campaigns.

PROSECUTION

The government demonstrated minimal anti-trafficking law enforcement efforts. Qatar's comprehensive anti-trafficking law, 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 230,000 Qatari Riyal ($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, punishable by a fine of up to 10,000 Qatari Riyal ($2,750). This law was sporadically and inconsistently enforced during the reporting period; the government did not report any fines imposed on sponsors for withholding passports. 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 constituted forced labor. During the reporting period, the government reported 11 investigations, compared with four the previous year, but failed to prosecute or obtain convictions for trafficking offenders, including exploitative employers and recruitment agencies, under its anti-trafficking law. The government did not report investigations, prosecutions, or convictions of government officials for complicity in human trafficking offenses. The government reported it continued to provide a number of training workshops for 124 law enforcement officials, public prosecutors, judges, inspectors, civil society organizers, and public health professionals on how to investigate trafficking cases, the anti-trafficking law, and victim identification. These workshops included training on trafficking victim identification for doctors and nurses; the role of law enforcement in combating and investigating trafficking cases and the importance of international law enforcement cooperation; and the prosecution of trafficking cases. The police training institute continued to train Ministry of Interior officials on trafficking investigations.

PROTECTION

The government increased its efforts to protect some victims of trafficking, though many victims of forced labor, including debt bondage, likely remained unidentified and unprotected. Domestic workers, not covered by labor law, were less likely to be identified as trafficking victims, as there is limited access to private homes and social customs and traditions limited discussion of abuses. The government reported the Qatar Foundation for Protection and Social Rehabilitation (QFPSR) maintained procedures to

proactively identify and respond to the needs of trafficking victims, which it distributed to law enforcement, passport and immigration authorities, and social service providers. The QFPSR operated the Qatar House for Lodging and Care, a trafficking shelter to accommodate women and child victims. The government provided trafficking victims with access to medical care, social services, psychological treatment, legal assistance, and rehabilitation and reintegration programs. The QFPSR identified 422 trafficking victims, of which 228 were victims of forced labor, a substantial increase from 62 identified victims the previous reporting period. The QFPSR sheltered 20 women and children trafficking victims in 2014, an increase from 11 trafficking victims referred the previous reporting period. 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. 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. QFPSR reported providing services to trafficking victims not sheltered, including legal advice, filing lawsuits, case follow up, 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 trafficking. For example, 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 due to debts allegedly owed or false charges of theft filed by their employers against them. The costs of legal representation under these circumstances were sometimes borne by the workers, 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. In 2014, some officials failed to recognize severe labor abuses could amount to human trafficking. The government encouraged victims to testify against their traffickers by assuring them safety, providing free legal counseling, and allowing them 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.

PREVENTION

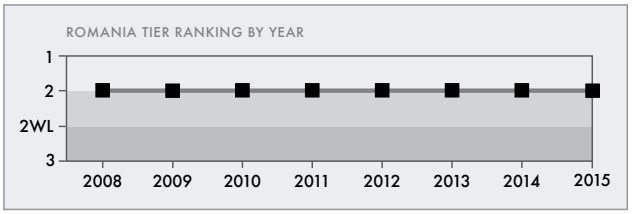
The government maintained efforts to prevent trafficking in persons. It implemented its National Plan for Combating Human Trafficking for 2010-2015, which aimed to prevent the spread of trafficking, provide protection for victims, and punish traffickers. Nonetheless, the government did not reform its sponsorship law, which continued to contribute to forced labor in the country. The government had a budget of 42 million Qatari riyal ($11.5 million) to support the QFPSR's anti-trafficking efforts, in comparison with 37 million Qatari riyal ($10.2 million) the previous year. The National Alliance to Combat Human Trafficking, comprised of government agencies and civil society representatives, met several times to coordinate and assess national anti-trafficking efforts, including victim referral procedures, visa selling issues, and implementation of Qatar's national plan to combat trafficking. The QFPSR implemented awareness campaigns, anti-trafficking meetings, outreach events, and workshops in preventing and combating trafficking. The QFPSR's implementation efforts included visits to work sites throughout the country to meet laborers and educate them and their employers on trafficking regulations; seven high school and university campaigns targeting awareness of appropriate labor conditions and trafficking; meetings with religious officials discussing their roles in preventing trafficking; and workshops on the role of the health sector in preventing and combating trafficking. Campaigns targeted both Qataris and non-Qataris, including migrant community leaders, on trafficking awareness; however, the number of people these campaigns reached was unknown. The QFPSR published manuals for expatriates in Arabic, English, and several labor-exporting country languages, which included material on proactive identification of trafficking victims for investigators. The quasi-governmental Qatar Foundation and Qatar 2022 Supreme Committee for Delivery and Legacy, 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 stricter than Qatari labor law. The QFPSR and the Supreme Committee have integrated the standards into all new tenders and are auditing existing contracts for upholding the standards. Some contacts reported increased scrutiny on worker accommodations and wage increases. 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. Nonetheless, the government did not report how many companies were referred for prosecution or whether it achieved any convictions for those suspected of illegal visa selling; this appears to be a decrease in comparison with 40 individuals convicted, 50 companies referred for prosecution, and 26 companies referred to authorities for labor law violations the previous year. During the reporting period, MOLSA blacklisted 200 companies for breaking the provisions of the labor law, in comparison with 2000 the previous year, which remained blacklisted. Additionally, MOLSA blacklisted 14 manpower agencies in Doha and 55 manpower agencies in Nepal. 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 this sometimes did not happen; the lack of a residence card essentially renders workers illegal and affects workers' ability to access health care or lodge complaints with authorities. The QFPSR continued to operate an anti-trafficking hotline, though it is unknown how many trafficking victims were identified through the hotline. 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. The government provided anti-trafficking training for new diplomatic personnel, but did not provide specific anti-trafficking training for its existing diplomatic personnel posted 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 sex and labor trafficking victims in Western Europe (particularly the United Kingdom, Italy, Spain, and France) and Central and Southern Europe (particularly the Czech Republic, Hungary, and Greece). 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 Romania and other European countries. Romanian women and children are victims of sex trafficking in Romania and other European countries. Romanian victims of forced begging and forced criminal activities are often Romani children. Romania is a destination country for a limited number of foreign trafficking victims, including sex trafficking victims from Moldova and Poland and labor trafficking victims from Bangladesh and Serbia. Government officials have been convicted of human trafficking crimes, and there have been reported instances of local officials obstructing trafficking investigations.

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 demonstrated strong law enforcement efforts, but issued weak or suspended sentences that did not deter traffickers or keep victims safe when traffickers were released. The government identified a large number of victims, but public and private institutions assisted only half of them. The government did not provide funding to NGOs offering victim assistance, and victims had difficulty obtaining medical services, psychological counseling, and restitution from traffickers. Some victims who had been returned to their homes by the government, instead of being placed in shelters, were subjected to trafficking again by family members.



RECOMMENDATIONS FOR ROMANIA:

Allocate public funding for NGOs providing services to victims and provide funding to staff the new government shelter for trafficking victims; improve victim access to medical assistance and increase quality of psychological counseling; investigate, prosecute, and convict traffickers, including complicit officials, and seek and obtain sentences that are sufficiently stringent and commensurate with the severity of the crime; assess safety of home environments before releasing victims to prevent re-trafficking; withhold from publication names of trafficking victims who testify in trials; consistently inform victims of their right to apply for compensation; increase efforts to proactively identify potential victims among vulnerable populations, such as undocumented migrants, foreign workers, Roma, and children involved in begging; operate the anti-trafficking hotline on evenings and weekends; and do not prosecute victims for crimes committed as a direct result of their being subjected to human trafficking.

PROSECUTION

The government made strong law enforcement efforts but obtained weak or suspended sentences that neither deterred traffickers nor kept victims safe when traffickers were released. Romania prohibits all forms of 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. Romanian authorities investigated 875 trafficking cases in 2014, an increase from 714 in 2013. The government prosecuted 534 defendants in 2014, similar to the 552 in 2013. Romanian courts convicted 269 traffickers in 2014, slightly more than 252 in 2013. The government did not disaggregate law enforcement statistics to demonstrate action against both sex and labor trafficking. Sixty-seven percent of convicted traffickers were sentenced to time in prison, ranging from one to 15 years' imprisonment; this marked an increase from 2013, when 59 percent of convicted traffickers were sentenced to time in prison. However, in 2014, courts suspended 73 prison sentences and instead levied fines against 15 traffickers. The government provided training on human trafficking laws to 200 future judges and prosecutors and trained over 3,000 professionals on human trafficking, including teachers, social workers, local government officials, priests, police, border guards, and military personnel. Nonetheless, police and judges at the local level lacked specialized training and sensitivity to human trafficking issues. The government conducted a large-scale law enforcement operation with the UK from 2012-2014 that resulted in multi-year prison sentences for several traffickers in 2014. Three government officials were convicted of labor trafficking in 2014.

PROTECTION

The government demonstrated weak efforts to protect trafficking victims, as the number of victims identified far exceeded services available to assist them. The government relied on NGOs to identify and assist victims, but did not provide any financial support due to a legal preclusion of direct funding for NGOs. Public officials and NGOs identified 757 victims in 2014, a decrease from 896 in 2013. Seventy-four percent of victims were female and 38 percent of victims were children. Sixty-three percent of victims (475) were subjected to trafficking for sexual exploitation and 25 percent (188) for labor exploitation in agriculture and construction. Police used the government's national victim identification and referral mechanism, though observers noted they relied too heavily on NGOs to take the lead in identifying victims. Approximately half of the registered victims (380) benefited from rehabilitative assistance provided by public institutions and NGOs. The government referred victims to government-run domestic violence or homeless shelters when NGO-run trafficking shelters were full. Local governments financed and operated emergency assistance and transit centers for repatriated victims. Local officials in a county near Bucharest renovated a building to serve as a government-run shelter devoted solely to assisting trafficking victims, but the shelter did not open during the reporting period due to lack of staffing funds. Child trafficking victims received non-specialized care in facilities run by the Romanian child protection service or facilities for children with disabilities. Observers reported some victims returned to their homes by the government were subjected to trafficking again by family members. Romanian law entitled victims to medical and psychological care, legal aid, and reintegration support, though quality varied greatly across facilities, particularly counseling services. Victims previously not part of the formal labor market had difficulty qualifying for medical coverage

and relied on NGOs to pay medical service fees up front. The government continued to operate a hotline for trafficking victims, though it was not staffed during evenings and weekends.

Romanian law permits foreign victims a 90-day reflection period, though experts reported this was not always respected in practice. Victims who cooperate with authorities to identify traffickers could receive a temporary residence permit for up to 12 months but are not allowed to work in Romania. Of the total trafficking victims identified in 2014, 69 percent (525) participated in criminal prosecutions against their traffickers. Some victims reportedly chose not to testify because the justice ministry published the names of all trial witnesses, including children, on its public website. Romanian law entitles victims to restitution from their traffickers; however, the majority of victims could not afford the fees necessary to pursue court-ordered restitution. Prosecutors typically dropped charges and fines against victims for crimes committed as a result of being subjected to human trafficking, but some victims were still charged with crimes, such as theft.

PREVENTION

The government sustained prevention efforts. The National Agency against Trafficking in Persons coordinated implementation of the 2012-2016 counter-trafficking strategy developed in consultation with NGOs and drafted an updated 2015-2016 action plan. The agency regularly published reports and statistics on trafficking. The national agency assisted in the implementation of six NGO-led national awareness campaigns and 53 local campaigns that reportedly reached an audience of over two million people. The government partnered with NGOs, a multinational bank, private companies, and a foreign embassy to raise awareness of trafficking in Romanian schools. The government has never reported punishing a recruitment company for trafficking-related acts, despite a 2006 amendment to the criminal code that prohibits Romania-based recruitment companies from facilitating the exploitation of citizens abroad. The national anti-trafficking agency launched an online messaging campaign against the solicitation of prostitution, but the government did not take steps to reduce demand for forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel.

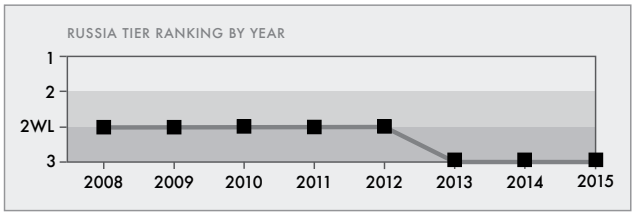
RUSSIA: Tier 3

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, escalating in the context of Russia's significant increase in labor migration. Official and unofficial statistics estimate there are between five and 12 million foreign workers in Russia. Foreign laborers work primarily in construction, housing and utilities, and 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 identity 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, agricultural, textile, grocery store, maritime, and domestic service industries, as well as in forced begging, waste sorting, and street sweeping. Organized crime syndicates from Russia sometimes play a role in exploiting labor migrants. There were reports of Russian citizens facing forced labor abroad.

There were also reports of children and women from Europe (predominantly Ukraine and Moldova), Southeast Asia (primarily Vietnam), Africa, and Central Asia being subjected to sex trafficking in Russia. Law enforcement cases from the reporting year indicate forced prostitution occurs in brothels, hotels, and saunas, among other locations; certain traffickers advertised the sexual services of some minors over the internet. In 2014, Russian women and children were reportedly victims of sex trafficking in Russia and abroad, including in Northeast Asia, Europe, Central Asia, Africa, the United States, and the Middle East.

According to official sources, in previous years, there were criminal cases involving Russian officials suspected of allegedly facilitating trafficking in Russia, for instance by facilitating victims' entry into Russia, providing protection to traffickers, and returning victims to their exploiters. Employers sometimes bribe Russian officials to avoid enforcement of penalties for engaging illegal workers. According to the Federal Migration Service, under a state-to-state agreement, the North Korean government sends approximately 20,000 North Korean citizens to Russia annually for work in a variety of sectors, including logging in Russia's Far East; reportedly many of these North Korean citizens are subjected to conditions of forced labor.

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, the government referred 73 trafficking victims to an international organization where they received care; however, the government lacked a national action plan to combat trafficking, a coordinating authority for anti-trafficking efforts, and funding in the federal and local budgets for trafficking prevention and victim protection. The government took no steps to fulfill commitments to implement a Program of Cooperation between Commonwealth of Independent States (CIS) Member States against Trafficking in Persons or to create an interagency committee to address trafficking. The government lacked a systematic process for the identification of victims or their referral to care, though reports indicated the government identified and assisted a limited number of victims on an *ad hoc* basis. Prosecutions remained low compared with the scope of Russia's trafficking problem.



RECOMMENDATIONS FOR RUSSIA:

Develop formal national procedures to guide law enforcement and other government officials, including labor inspectors and health officials, in identifying and referring victims to service providers; allocate funding to state bodies and anti-trafficking NGOs to

provide specialized trafficking victim assistance and rehabilitative care; increase efforts to investigate and prosecute trafficking offenses and convict traffickers, respecting due process, and investigate and criminally punish government officials complicit in trafficking; establish a national rapporteur as a central coordinator for government anti-trafficking efforts; 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 trafficking victims are not punished or detained in deportation centers for acts committed as a direct result of being subjected to trafficking; provide victims access to legal alternatives to deportation to countries where they face hardship or retribution; take steps to investigate allegations and prevent the use of forced labor in construction projects and North Korean-operated labor camps; create a central repository for information on investigation, prosecution, conviction, and sentencing data for trafficking cases; and increase efforts to raise public awareness of both sex and labor trafficking.

PROSECUTION

The government demonstrated law enforcement efforts during the reporting period, although such efforts continued to be inadequate compared to 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. Officials used other criminal statutes 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, which are sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape.

In 2014, the government investigated under Article 127.1 three potential sex trafficking suspects and two potential labor trafficking suspects, compared with 15 potential sex trafficking suspects and 17 labor trafficking cases in 2013. The government reported prosecuting three defendants in two cases of sex trafficking and three defendants in one case of forced labor in 2014, compared with 18 sex trafficking prosecutions and four labor trafficking prosecutions in 2013. Russian authorities reported they often charged sex trafficking cases under Articles 240 and 241, addressing the inducement to and organization of prostitution, as the elements of those crimes were often easier to prove. The government provided no public information on how many cases involved forced, as opposed to voluntary, prostitution. In 2014, the government reported 14 traffickers were convicted under Article 127.1, the article typically used for sex trafficking crimes. Nine traffickers were convicted of the use of slave labor under Article 127.2, compared with 28 defendants convicted under Article 127.1 and four convicted under Article 127.2 in 2013. The government reported eight traffickers were sentenced to imprisonment, and 15 were given suspended sentences. In 2013, 23 offenders were sentenced to imprisonment and nine received suspended sentences. Sentences ranged from two to 11 years' imprisonment, compared with up to 13 years' imprisonment in 2013. In some regions of Russia, experts reported authorities ignored or failed to pursue cases of trafficking.

During the reporting period, the government sought an amendment to Article 151 (Involvement of a Minor in the Commission of Antisocial Actions) to close a legislative loophole that allowed adults who exploit children for begging—a common practice throughout Russia—to avoid criminal liability. Russian authorities reportedly collaborated with some foreign law enforcement bodies on the investigation of transnational trafficking cases. The government extradited a man to Uzbekistan for subjecting an Uzbek man to forced labor. In contrast with the previous year, the Ministry of Internal Affairs—the lead law enforcement agency in the majority of trafficking cases—did not conduct training for government officials. The North Korean government continued to export workers for bilateral contracts with Russia and other foreign governments. Despite credible reports of slave-like conditions of North Koreans working in Russia, the Russian government did not report any investigations into such situations. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses.

PROTECTION

The government continued to demonstrate minimal progress in efforts to protect human trafficking victims during the reporting period, as a majority of foreign labor trafficking victims remained outside the scope of victim protection. Although the government referred 73 trafficking victims to an international organization where they received care, government-funded care was not available for the vast majority of victims in the country. Authorities routinely detained and deported possible victims with no effort to identify them as victims or refer them to care. The government did not develop or employ a formal system to guide officials in proactive identification of victims or their referral to available services. The government did not share official statistics on the number of victims identified or assisted by the government or NGOs. An international organization identified and assisted 170 trafficking victims, including 87 men, 65 women, and 18 children.

One of the agencies most frequently in contact with potential victims, the Federal Migration Service (FMS), did not have the authority to investigate suspected cases of trafficking, which resulted in victims being punished for crimes committed as a direct result of being subjected to this crime. Russian authorities charged some suspected victims with residing illegally in Russian territory without proper papers and reportedly deported victims without offering assistance. Although a law on temporary residency provided the opportunity for a person officially recognized as a trafficking victim to apply for an adjustment of pre-existing temporary residence permits, there were no reports any victims received such a benefit. This law did not apply to any trafficking victims who were illegally present in Russia. There were otherwise no trafficking-specific legal alternatives to deportation for foreign victims.

The government did not publicly report any funding or programs for specific assistance to victims, and the government did not verify how many victims benefited from funding or programs intended for other general purposes, such as witness protection, child protection, or government crisis centers. The crisis centers were unlikely to accept victims not registered in the district in which the center was located. The government did not entitle foreign victims, the largest group in Russia, to access state-provided rehabilitative services. No ministry acknowledged responsibility for or agreed to use ministerial budgets to create and operate shelters for trafficking victims or to create and sustain a national victim referral mechanism. In April 2013, the Russian Red Cross opened a foreign-funded eight-bed shelter for trafficking victims in a space granted by the St. Petersburg municipal government. The shelter has cared for 35 victims since its opening, including victims from Afghanistan, Belarus, Nigeria, North Korea, Russia,

Syria, Somalia, Ukraine, Uzbekistan, and Vietnam. In Moscow, an international organization partnered with the Russian Orthodox Church to establish a shelter outside the city for medium to long-term assistance and counseling. In the second half of 2014, an international organization entered into an agreement with Moscow City authorities to permit the sheltering of trafficking victims at a city homeless shelter and an associated youth center, which provided more locations for law enforcement to interview victims and for repatriation arrangements to be made.

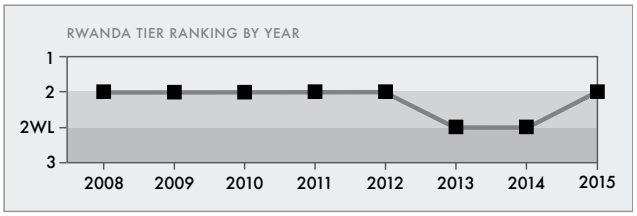
PREVENTION

The Russian government demonstrated limited efforts to prevent trafficking during the reporting period. In June 2014, a Federation Council Deputy submitted a bill to significantly increase the penalties for inducement to prostitution, organization of brothels, and advertisement of sexual services; the bill would increase the maximum sentence for these crimes to 10 years' imprisonment, as opposed to a fine of 2,000 to 2,500 rubles ($30-$40). The Duma Committee for Criminal Legislation had not received the bill for review at the end of the reporting period. The government made no efforts to develop public awareness of forced labor or sex trafficking. The government did not have a body to monitor its anti-trafficking activities or make periodic assessments measuring its performance. The government did not take efforts to reduce the demand for forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. It declined an offer from an international organization to provide anti-trafficking training to the foreign diplomatic community in Moscow.

RWANDA: Tier 2

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 some boys are exploited in domestic service through extended family networks; some of these children experience nonpayment of wages and physical or sexual abuse. In previous years there have been reports of older females forcing younger girls into prostitution to pay for their expenses after offering them room and board. Brothel owners supply girls in prostitution to clients staying at hotels. Some refugee girls residing in Rwanda's refugee camps experience sex trafficking with men from neighboring communities. Some Rwandan men, women, and children are subjected to forced labor and sex trafficking in the agricultural and industrial sectors and domestic work in East Africa, South Africa, the United Arab Emirates (UAE), Malaysia, China, the United States, and Europe; however, the Rwandan government reported the number of Rwandans subjected to trafficking abroad decreased in 2014. 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 experiencing exploitation in third countries; 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 recruit workers through fraudulent offers of employment or excessive fees; they coach potential victims on evading law enforcement authorities at Rwanda's land border crossings or hire smugglers to assist in illegal, unregulated crossings. In 2013, Rwandan government officials reportedly provided material and logistical support to the armed group M23, which operated in the Democratic Republic of the Congo (DRC) and forcibly and fraudulently recruited children and men; however, after its defeat in November 2013, there were no reports the government facilitated the recruitment of children to serve in the M23 after that date.

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 increased its efforts to prevent trafficking, including passing and implementing a new national anti-trafficking action plan. The government continued to investigate and prosecute traffickers in 2014, yet the government did not provide the details of these cases. It also convicted an increased number of traffickers compared with the previous reporting period, though some offenders were reportedly acquitted. The government continued to identify trafficking victims, and it provided them with protective services, including counseling, medical, and legal services. The government did not offer, nor did it provide resources to offer, long-term shelter to victims but worked with NGOs to develop a potential long-term shelter. The government also created a social assistance program to train local community groups to identify potential child trafficking victims.



RECOMMENDATIONS FOR RWANDA:

Enforce the trafficking-specific penal code amendments through increased investigations and prosecutions of trafficking offenses, including any officials allegedly complicit in trafficking; continue to build capacity to systematically identify trafficking victims among vulnerable populations, including women and girls in prostitution and persons placed in detention and transit centers; continue to systematically implement policies to ensure victims are not arrested, detained, or punished for unlawful acts committed as a direct result of being subjected to human trafficking; allocate appropriate resources for the provision of adequate long-term protection services, including shelter, for all trafficking victims; continue cooperation with NGOs and international organizations to proactively identify and refer victims to appropriate protection services; continue to provide training to law enforcement, judicial officials, labor inspectors, and social workers on the implementation of trafficking laws and victim identification procedures; continue to implement the national action plan; and institute a system to collect trafficking case data for use by all stakeholders.

PROSECUTION

The government maintained overall efforts to investigate, prosecute, and convict some trafficking offenders. Authorities did not have adequate resources or skills to follow through with some investigations and some offenders were acquitted due to poor investigative skills. Rwanda's penal code, promulgated in June 2012, criminalizes human trafficking under a variety of articles, mostly in Chapter 8. This chapter, in combination with forced labor articles and other provisions of law, covers almost all forms of trafficking. Chapter 8 prescribes penalties of seven to 10 years' imprisonment or fines ranging from 5,444,600 to 10,958,120

Rwandan francs ($7,900 to $15,900) for internal trafficking, and up to 15 years' imprisonment for transnational trafficking, which are sufficiently stringent and commensurate with those prescribed for 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 outlaws child trafficking, prostitution, and slavery under Article 51.

The National Public Prosecution Authority (NPPA) reported from June 2014 to February 2015, authorities arrested and investigated 24 suspected trafficking offenders, prosecuted six alleged offenders, convicted four traffickers under Articles 250 to 263 of the 2012 penal code, and acquitted two defendants. The government did not provide additional details of these law enforcement efforts. The number of convictions increased to four in 2014 from zero in 2013, yet the number of prosecutions declined to six in 2014 from 11 in 2013. The government investigated and arrested three officers in the Rwanda Defense Forces and one other government official for involvement in trafficking; their cases were still being investigated at the end of the reporting period. NGOs reported officials' handling of trafficking investigations was at times inadequate and complex cases were often dismissed due to lack of skills by investigators or reluctance of witnesses or victims to testify. In 2014, Rwandan officials reported the government was training additional investigators to increase capacity to investigate reports of forced labor, sex trafficking, and sexual exploitation of child domestic workers.

The Rwandan National Police (RNP) continued to operate a 15-officer anti-trafficking unit within its INTERPOL directorate, which reported all major land border crossings were equipped with technology to identify suspected trafficking offenders attempting to cross the borders. All immigration officers received mandatory training on passenger profiling, document verification and regulations, and intercepted cross-border trafficking victims. In this reporting period, the RNP directorate for anti-gender-based violence (GBV) designated three officers in each of the country's 78 police stations to serve as a point of contact for domestic trafficking victims; six judicial police officers specialized in victim identification were also placed in each of Rwanda's police stations. The government provided a variety of anti-trafficking trainings to officials, including police, immigration officers, and labor inspectors, throughout the reporting period, including standard mandatory trainings and a train-the-trainers program for 15,000 community mediators. In November 2014, the RNP hosted an INTERPOL conference in Kigali for senior police officers from 39 African countries on international coordination and information-sharing for anti-trafficking law enforcement operations. During the reporting period, the RNP and NPPA sought to develop a regional East African Community taskforce comprised of police and prosecutors to counter human trafficking.

PROTECTION

The government continued to identify trafficking victims. The government continued to provide victim identification guidelines based on international standards to law enforcement officials and social workers in victim centers, including provisions on offering counseling, medical treatment, and follow-up investigations. Some authorities applied identification procedures unevenly and did not proactively identify victims among vulnerable populations, particularly women and children in prostitution. The government reported identifying 24 Rwandan trafficking victims from June 2014 to February 2015, including Rwandan victims exploited abroad. Diplomatic personnel repatriated three Rwandan trafficking victims, including a victim of sex trafficking in Zambia and two victims of domestic servitude in the UAE; the government provided assistance and counseling to these victims upon their return to Rwanda. The government continued to encounter difficulty in receiving assistance requested repeatedly from Chinese authorities to repatriate approximately 100 Rwandan women exploited in various cities in China. In November 2014, the government launched a social assistance program to support child welfare and counter human trafficking and child labor; non-governmental volunteers for this program were trained to identify children at risk of human trafficking. The government did not report if any child trafficking victims were identified and referred for protection services through this newly-initiated program. The government did not have adequate resources to provide long-term protection, including shelters, for trafficking victims requiring assistance for more than one month, nor did it have resources to provide protection services exclusively to trafficking victims distinct from GBV victims. The government continued to operate a network of 15 "One-Stop" centers that provided short-term assistance, including free medical exams, counseling, legal assistance, and short-term shelter, to GBV victims and an unknown number of trafficking victims. The NPPA operated four safe houses for witnesses in criminal cases, which could include trafficking victims during prosecution of their trafficker, but they did not assist any trafficking victims in 2014. The government continued to operate institutions for vulnerable children—some of whom are vulnerable to trafficking—including a rehabilitation center for street children that provided psycho-social support, education and vocational trainings, and reintegration services; however, it did not report identifying or assisting any child trafficking victims in these facilities in 2014. The government partnered with 34 childcare institutions across the country that provided shelter, basic needs, and rehabilitation for approximately 3,300 orphans and vulnerable children; however, these institutions did not provide care specifically for child trafficking victims.

Authorities regularly detained persons in prostitution at detention facilities in Kigali. Authorities screened some underage detainees for trafficking only after they were arrested and detained and subsequently referred them to child welfare facilities run by NGOs or the government-run Youth Rehabilitation Center; these facilities, however, did not provide trafficking specific services. The government did not report if authorities identified and referred to protection any trafficking victims among those detained in 2014. 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—were there any such cases—the government would exercise discretion on a case-by-case basis to provide such alternatives. The government encouraged victims to participate in the investigation and prosecution of their perpetrators. It reported that an unspecified number of victims testified against their traffickers in this reporting period, while other victims chose not to do so. The NPPA reported victims' choice not to cooperate during the criminal process led to the acquittal of some trafficking offenders in 2014.

PREVENTION

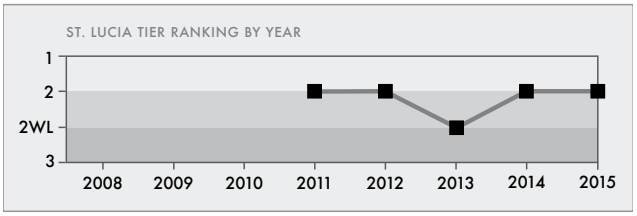
The government sustained efforts to prevent trafficking. The government's interagency anti-trafficking working group met monthly throughout the reporting period. In August 2014, President Kagame publicly urged the government, civil society organizations,

and Rwandan citizens to work together to end human trafficking; officials reported the president's declaration resulted in renewed policy attention and resource-allocation to combating the crime. Likewise, in October 2014, First Lady Jeanette Kagame chaired the first annual inter-ministerial national consultative forum on human trafficking, drug abuse, and GBV in Parliament; this forum adopted a national action plan to combat trafficking that was launched that month and is effective until 2016. The government also launched two national anti-trafficking awareness campaigns in 2014. The RNP continued to operate a national GBV hotline, which was staffed by social workers trained to identify and refer trafficking cases, yet it did not report how many victims the hotline identified in 2014. The government required immigration officials to question and verify necessary documents of all adults crossing the border with children; through these procedures dozens of girls were not permitted to exit Rwanda after officials determined they would be victimized in commercial sexual exploitation in Uganda. The government made some efforts to reduce the demand for commercial sex acts. In January 2015, police arrested a Kenyan and a Rwandan citizen for attempting to hire Rwandan girls to work in the Gulf; the government initiated the prosecution of these two individuals on trafficking charges under Articles 250 and 256 of the penal code. The government trained all Rwandan troops and police officers on gender sensitivity, human rights, and trafficking prior to their deployment to UN peacekeeping missions abroad. The government provided anti-trafficking training or guidance for all its diplomatic personnel. Diplomats were also required to identify and assist the repatriation of Rwandan trafficking victims abroad.

ST. LUCIA: Tier 2

St. Lucia is a source and destination country for persons subjected to sex trafficking and forced labor. Legal and illegal immigrants from the Caribbean and South Asia, especially those working in domestic service, are the groups most vulnerable to human trafficking. There are indications 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 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 trafficking in the United Kingdom and other Caribbean countries. Off duty police officers sometimes provided security for sex trade establishments.

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 reported an investigation and prosecution of four South Asian men for potentially subjecting youth from India, Nepal, and the Philippines to trafficking, but did not report any convictions of traffickers, including government officials complicit in human trafficking offenses. The government identified 70 potential trafficking victims; activated the interagency anti-trafficking taskforce; and offered food, housing, and medical assistance to the potential victims. However, concerns arose about a lack of coordination among agencies and with NGOs. Officials provided ongoing assistance to four previously identified sex trafficking victims and trained relevant professionals on trafficking. The government made few discernible efforts to prevent trafficking.



RECOMMENDATIONS FOR ST. LUCIA:

Identify and provide assistance to 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 on a victim-centered approach to guide police, immigration, labor, child protection, and social welfare officials in the proactive identification of trafficking victims and their referral to appropriate services; train and encourage government officials to implement procedures to proactively identify labor and sex trafficking victims among vulnerable populations, such as migrant workers in domestic service; take steps to address the alleged complicity of government officials in trafficking crimes; provide anti-trafficking training to diplomats; develop and launch a national campaign to raise awareness about forced labor and sex trafficking; and finalize and adopt a national anti-trafficking action plan.

PROSECUTION

The Government of St. Lucia increased efforts to investigate traffickers. The government prohibits all forms of trafficking through the 2010 Counter-Trafficking Act, which prescribes punishments of five to 10 years' imprisonment with fines of up to 100,000 Eastern Caribbean dollars ($37,000). These penalties are sufficiently stringent but not commensurate with penalties for other serious crimes, such as rape. The Act also prohibits the unlawful holding of identification documents and allows for asset forfeiture of persons convicted of trafficking. The government investigated and charged four South Asian men with potential trafficking, internet fraud, and money laundering crimes involving youth from Nepal, India, and the Philippines; this represents an increase from the previous year when it did not initiate any investigations nor charge any trafficking defendants. The government did not report prosecuting or convicting any traffickers or public officials complicit in trafficking in the past four years. Security for sex trade establishments was reportedly sometimes provided by off-duty police officers, an arrangement that risked inhibiting law enforcement's willingness to investigate allegations of trafficking in the sex trade and victims' willingness to report to law enforcement. Official police policy prohibited involvement in illegal activities and prescribed an administrative or criminal penalty. The Ministry of National Security reported providing anti-trafficking training to approximately 170 police officers, social service providers, child welfare workers, social workers, and health workers from May through October 2014.

PROTECTION

The government increased efforts to protect trafficking victims. Authorities identified 70 potential victims of trafficking from Nepal, India, and the Philippines who were allegedly fraudulently recruited to be students at an academy in preparation for jobs in the hospitality and tourism industry, enticed to pay $9,000 to $13,000 for their courses, coerced to work without pay, forced to

live in substandard housing without running water and electricity, threatened with deportation, and had their passports confiscated. Observers reported the government offered food, housing, and medical assistance to the potential victims. However, observers also alleged the government did not adequately screen potential victims for trafficking indicators, did not effectively coordinate among government agencies and with NGOs, and used the threat of deportation against victims. Some victims were cooperating with the ongoing investigation. The government partnered with an international organization to provide ongoing assistance to four potential sex trafficking victims identified in 2013. An international organization assisted the government in drafting formal procedures to guide law enforcement, health, and other officials in how to identify victims and refer them to available protection and assistance services; however the procedures had not been finalized at the close of the reporting period. Authorities provided anti-trafficking awareness training to health workers and shelter workers, and had an *ad hoc* practice of referring victims to legal, advocacy, and crisis services regardless of legal status. The government provided 800,000 Eastern Caribbean dollars ($296,000) to one NGO shelter caring for victims of abuse, in which trafficking victims could seek assistance; shelter staff could make referrals to five other facilities as needed. The 2010 Counter-Trafficking Act contains victim protections such as witness protection and privacy of information to encourage victims to participate in the investigation and prosecution of traffickers. The Act protects trafficking victims from prosecution for unlawful acts committed as a direct result of being subjected to trafficking and protects foreign victims from deportation. It also provides for restitution to all victims and immigration relief to foreign national victims. The government did not report extending any of these protections to victims during the reporting period.

PREVENTION

The government made minimal efforts to prevent trafficking. It operated no national campaign to raise awareness about forced labor and sex trafficking. The interagency taskforce met monthly and continued to review an anti-trafficking national action plan drafted during the previous reporting period. The government funded a hotline for victims of violence, including trafficking victims, but no human trafficking calls were received during the reporting period. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government did not make efforts to reduce the demand for commercial sex acts or forced labor. The government has not identified child sex tourism as a problem in St. Lucia.

ST. MAARTEN: Tier 2†

St. Maarten is a source, transit, and destination country for women, children, and men subjected to sex trafficking and forced labor. Women and girls from Latin America, the Caribbean, Eastern Europe, and Russia are the most vulnerable to sex trafficking, including women working in regulated brothels and strip clubs under temporary residence permits for three to six months. Dancers and women in prostitution are dependent upon strip club and brothel managers to obtain work permits, increasing their risks of sex trafficking in these establishments. There are indications some foreign women in St. Maarten's sex trade are subjected to debt bondage. Reports indicate a significant number of migrant workers in St. Maarten are highly vulnerable to forced domestic service and forced labor in construction, Chinese supermarkets, retail shops, security, landscaping, and housekeeping. Government officials report workers from Asia and the Caribbean are subjected to exploitive conditions involving indicators of forced labor. Government officials have been convicted for complicity in sex trafficking crimes.

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 convicted three traffickers in March 2015 who subjected three foreign women to forced prostitution and debt bondage. The government also approved policy guidelines on temporary residency for trafficking victims and witnesses. The government continued to lack formal standard operating procedures to identify potential sex trafficking and forced labor victims and refer them to care.



RECOMMENDATIONS FOR ST. MAARTEN:

Identify and assist potential trafficking victims by implementing formal, proactive measures to guide officials, including health workers, on how to identify and assist victims among vulnerable populations; proactively implement the anti-trafficking law by vigorously prosecuting, convicting, and sentencing traffickers, including government officials complicit in human trafficking; include a trained 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 anti-trafficking hotline, and ways to seek help; consult with the Government of the Netherlands on proactive victim identification efforts; continue to educate the general public, public officials, and victims about trafficking in St. Maarten and its distinctions from human smuggling; and continue implementing the national anti-trafficking plan.

PROSECUTION

The government made progress in 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 2014, the same number as in the previous year. During the reporting period, the government assembled special human trafficking investigation teams comprised of Royal Dutch Marechaussee (military police), local police, and immigration

† St. Maarten is an autonomous entity within the Kingdom of the Netherlands. 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.

and border control officers. The government initiated two new prosecutions involving an unspecified number of defendants. The government convicted three defendants in one case in March 2015, including a complicit government official who subjected three foreign women to forced prostitution and debt bondage, an increase from no convictions in the previous reporting period. Sentences ranged from a nine-month suspended sentence to 42 months' imprisonment. The convicted government official was sentenced to 18 months' imprisonment (six months suspended) and two years' probation for bribery. The government did not report any additional investigations or prosecutions of government employees, including among former high-level officials with alleged financial ties to brothels in the country, for alleged complicity in trafficking offenses. The brothel associated with 2014 sex trafficking convictions continued to operate pending appeal in the case. The National Reporting Bureau on Human Trafficking (NRB), which also follows smuggling, conducts semi-annual training on human trafficking indicators for immigration officers, ambulance personnel, community police, family doctors, and hospital staff.

PROTECTION

The government demonstrated uneven progress in the protection of trafficking victims. The NRB received reports of at least four potential human trafficking cases, but it did not refer any potential victims to shelter or assistance; the NRB considered them victims of labor exploitation, which did not rise to the level of labor trafficking. The government identified three human trafficking victims during the reporting period. Immigration officials and other stakeholders used an NGO-developed checklist of trafficking indicators. The NRB periodically conducted outreach with immigrant communities, businesses, health officials, and the tourism sector on how to report potential victims and trafficking crimes. Authorities did not employ formal standard operating procedures to identify potential sex trafficking and forced labor victims and refer them to care. The government provided support through a victims' compensation fund to NGOs to provide victim services, including assistance with repatriation, medical and psychological services, and food and clothing. The government continued to inspect government-licensed brothels, but it was unclear to what extent these inspections involved screening for trafficking indicators. The government approved a new temporary residency policy for trafficking victims and witnesses to assist in the investigation and prosecution of traffickers, but authorities did not issue any temporary residency permits in 2014. The government does not have a formal policy to protect identified victims from being punished for unlawful acts committed as a direct result of being subjected to human trafficking. The anti-trafficking law allows trafficking victims to request restitution or file a civil suit against traffickers.

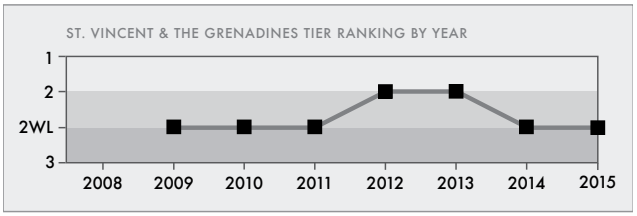
PREVENTION

The government sustained trafficking prevention efforts. The government raised awareness through an ongoing campaign by publishing brochures, posters, fliers, public service announcements, and news releases and by participating in radio and television shows. Authorities implemented the 2013 national action plan on trafficking in coordination with local NGOs. The government began working with other Kingdom partners to update a new memorandum of understanding with the Netherlands. The government reported that foreign women employed in the adult entertainment industry received anti-trafficking information on their legal rights and how to report potential human trafficking cases. The NRB visited brothels and night clubs and educated them about trafficking. The government also educated employers of migrant workers about applicable laws. The government did not have diplomatic personnel posted abroad, and thus did not provide anti-trafficking training or guidance for its diplomatic personnel. The government did not make efforts to reduce the demand for commercial sex acts or forced labor. There were no known reports of child sex tourism occurring in St. Maarten or of residents of St. Maarten participating in international sex tourism.

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 government officials report some adults pressure local children under the age of 18 to engage in sex acts with 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 about foreign women engaged in prostitution or foreign workers from South America and the Caribbean subjected to forced labor in or while transiting through the country. Foreign workers employed by small, foreign-owned companies are particularly vulnerable to labor trafficking. Men, women, and children are vulnerable to forced labor in the country, primarily in agriculture.

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. Despite these measures, 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. The government launched an anti-trafficking public awareness campaign and conducted anti-trafficking training for law enforcement, immigration, and labor officials. The government acknowledged a trafficking problem in the country for the first time; however, it neither demonstrated proactive victim identification efforts nor identified or referred any trafficking victims for care. The government did not prosecute or convict any traffickers



RECOMMENDATIONS FOR ST. VINCENT AND THE GRENADINES:

Proactively identify and refer any suspected trafficking victims, particularly among vulnerable groups such as migrant workers, to appropriate care and services; promote a victim-centered approach to victim identification by involving NGOs or other victim advocates in the process; develop and adopt a national anti-trafficking plan; develop and disseminate a government-

wide referral process for various types of suspected trafficking victims (child, adult, male, female, national, non-national); vigorously prosecute and convict traffickers; take potential victims 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 in law enforcement settings; identify a social worker or NGO to coordinate assistance, serve as a victims' advocate, and liaise with law enforcement; continue to raise awareness about forced labor and sex trafficking using the national campaign; and provide anti-trafficking training to diplomatic personnel.

PROSECUTION

The government demonstrated minimal anti-trafficking law enforcement efforts. The Prevention of Trafficking in Persons Bill of 2011 prohibits sex trafficking 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 prosecute or convict any traffickers in 2014. The special police unit focusing on trafficking, sexual offenses, and domestic violence initiated three potential trafficking investigations in 2014, compared with three investigations in 2013; two of the cases were ultimately determined not to be trafficking cases. Authorities continued to investigate the third case, which allegedly involved potential human trafficking linked with drug trafficking. The government did not prosecute or convict any traffickers in 2014 and had not done so since 2009. The government did not investigate, prosecute, or convict any government officials complicit in trafficking offenses and had not done so since 2009. The anti-trafficking police unit conducted trafficking trainings for 60 law enforcement, immigration, and labor officials.

PROTECTION

The government did not increase victim identification or provision of protective services. It did not identify or refer any potential trafficking victims for care in 2014 or 2013. The government enacted guidelines for identifying victims for law enforcement. However, it did not complete guidelines on the referral of victims to appropriate shelter and services for other government agencies, a process initiated in 2012. The government did not fund any trafficking-specific assistance programs, though it continued to provide approximately 200,000 Eastern Caribbean dollars ($74,000) in funding to a short-term domestic violence shelter, which could also accommodate adult women and child trafficking victims. Two different government-funded NGOs shelter boys: one shelters boys under 14 years of age and another shelters boys aged 14 to 18. The NGOs did not shelter any boys during the reporting period. The government's anti-trafficking law contains incentives to encourage victims' assistance in the investigation and prosecution of traffickers, including temporary and permanent residency permits. As the government did not identify any trafficking victims in 2014, no trafficking victims assisted law enforcement. The anti-trafficking law provides alternatives to the removal of foreign victims to countries where they would face hardship or retribution, though no foreign victims received such immigration relief in 2014. There were no reports the government penalized trafficking victims for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

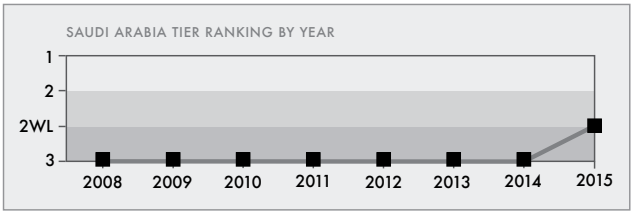
The government made limited progress in preventing trafficking. High-level officials acknowledged a trafficking problem in the country for the first time. The government launched an anti-trafficking public awareness campaign, which reached approximately 3,500 individuals, primarily at primary schools and faith-based institutions. The police operated an information phone line, which is advertised in their anti-trafficking outreach materials, but the government does not track the number of trafficking-related calls received. The prime minister chaired a ministerial-level national anti-trafficking taskforce. The taskforce previously developed a national action plan covering 2013-2015 and worked to update the plan for 2016-2019. The taskforce provides quarterly and annual reports to the cabinet. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. Authorities did not recognize the problem of foreign child sex tourists in St. Vincent and the Grenadines. The government did not make efforts to reduce the demand for commercial sex acts or forced labor.

SAUDI ARABIA: Tier 2 Watch List

Saudi Arabia is a destination country for men and women subjected to forced labor and, to a lesser extent, forced prostitution. Men and women primarily from South and East Asia, the Middle East, and Africa voluntarily migrate to Saudi Arabia as domestic workers or low-skilled laborers; many of these workers subsequently face involuntary servitude. Non-payment of wages is the most common complaint from foreign workers in the Kingdom, while employers' withholding of workers' passports remains widespread. 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 ILO estimated in 2013 that Saudi Arabia is one of the largest employers of domestic workers in the world, a sector with the highest average working hours. Some foreign nationals who have experienced indicators of trafficking have been placed on death row. Although many migrant workers sign contracts, some report work conditions substantially different from those described in the contract, while other workers never see a contract at all. Some migrant workers voluntarily enter into illegal arrangements and pay a Saudi national to sponsor their residence permit while they seek freelance work, thus becoming vulnerable to possible extortion by their sponsors. Due to Saudi Arabia's requirement that foreign workers obtain an exit visa from their employers to legally leave the country, some are forced to work for months or years beyond their contract term because their employers will not grant them an exit permit. Some women, primarily from Asia and Africa, are believed to be forced into prostitution in Saudi Arabia. After running away from abusive employers, some female domestic workers are kidnapped and forced into prostitution. Children from South Asia, East Africa, and Yemen are subjected to forced labor as beggars and street vendors, facilitated by criminal gangs. A government study conducted in 2011 reported 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—sometimes with the help of smugglers—via the Yemeni border; some of them may be trafficking victims. Some Saudi nationals engage in sex tourism 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" to sexually exploit young girls and women—including Syrian refugees—overseas.

The Government of Saudi Arabia 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 some progress to prosecute offenders and protect trafficking victims. It reported increased efforts to prosecute and convict trafficking offenders; however, it did not proactively investigate and prosecute employers for potential labor trafficking crimes following their withholding of workers' wages and passports, or seek punishment of any employers for passport withholding, which is also prohibited by law. This practice remained widespread in the country. The government distributed victim identification guidelines to officials, but authorities did not make systematic efforts to proactively identify trafficking victims among illegal foreign migrants, domestic workers who fled abusive employers, or women in prostitution. Furthermore, officials continued to arrest, detain, and sometimes charge migrants found to be illegally in the country, including individuals who may be unidentified trafficking victims. The government demonstrated progress in its efforts to provide protection services to domestic workers, particularly in its social welfare center in Riyadh; however, victims of sex trafficking and male trafficking victims remained unprotected and vulnerable to punishment. The government made progress in its efforts to prevent trafficking and demonstrated political will to do so.



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; vigorously investigate employers who withhold workers' passports and wages and restrict workers' movement for potential trafficking crimes, and adequately punish these employers under the anti-trafficking law; significantly improve efforts to ensure victims are not punished for acts committed as a direct result of being subjected to human trafficking, such as immigration violations, fleeing abusive employers, or engaging in prostitution; institute a formal victim identification mechanism to identify trafficking victims among vulnerable populations, including illegal migrants, domestic workers, and persons in prostitution; expand full labor protections to domestic workers; ensure all victims of trafficking can seek assistance and protection services; reform the sponsorship system and 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 demonstrated some improved law enforcement efforts, but it neglected to investigate non-payment of wages and passport withholding as indicators of potential trafficking crimes. The 2009 Suppression of the Trafficking in Persons Act defines and prohibits all forms of human trafficking, but it is overly broad because it includes offenses, such as prostitution, which are not trafficking crimes, as defined under international law. The 2009 Act prescribes punishments of up to 15 years' imprisonment and financial penalties. Both penalties may be increased under certain circumstances, including trafficking committed by an organized criminal group or a law enforcement officer or committed against a woman, child, or person with disabilities. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes. The Council of Ministers' Decision 166 prohibits the practice of withholding workers' passports as a separate, lesser offense; however, the government did not report efforts to enforce this decision despite the Ministry of Labor (MOL) publicly reiterating in March 2015 that such acts are in violation of labor law.

In a marked improvement from the previous reporting periods, the government collected and shared disaggregated anti-trafficking law enforcement data, which reported its investigation of 725 trafficking suspects from April to December 2014. In that same timeframe, it prosecuted 52 cases and convicted 68 offenders under the anti-trafficking law. Of those convicted, 23 were convicted of forced labor crimes, one for begging, and 44 for sexual exploitation. This was an increase from its law enforcement efforts in the previous reporting period when it reportedly prosecuted 38 suspected trafficking cases and convicted 43 offenders from January to December 2013. While the Labor Dispute Court settled more than 3,500 cases between May and December 2014, it is unclear how many of these cases were investigated for potential trafficking crimes. In June 2014, the government investigated the claims of two Indonesian domestic workers who had not been paid by their employers for more than six years. The government detained the employers until they paid the workers their due salaries. In August 2014, the Ministry of Justice (MOJ) voiced support for transferring the MOL Labor Dispute Settlement Court under the authority of the MOJ to improve efforts to identify potential trafficking crimes among labor dispute cases and ensure their referral for criminal prosecution; this transfer was pending at the end of the reporting period. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses. In early 2015, the government conducted anti-trafficking trainings for 11 police officials and hosted a pan-Arab anti-trafficking conference for 30 participants.

PROTECTION

The government demonstrated some progress to identify victims and improve protection services, but authorities continued to punish victims for unlawful acts committed as a direct result of being subjected to human trafficking. From April to December 2014, the government identified and referred to protection services 57 trafficking victims, 20 of whom were victims of forced labor, two of begging, and 35 of sexual exploitation; this demonstrated an increase from the previous reporting period when the government identified 36 victims from January to December 2013. In July 2014, the government distributed victim identification criteria and reportedly provided training on implementation of the criteria to police and Ministry of Social Affairs (MOSA) officials. However, the government did not systematically utilize these measures to proactively identify victims among vulnerable populations. Thus, government officials continued to arrest, detain, deport, and

sometimes prosecute trafficking victims, particularly illegal foreign workers and domestic workers who fled their employers. In 2014, the government arrested more than 8,000 beggars—of which 70 percent were foreign—and failed to identify any victims among this group. 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, foreigners were deported, sometimes after being held in detention. In a sign of progress, in November 2014, the government announced workers who fled their employers would not be jailed or forced to return to their employers to obtain an exit visa, provided the workers cooperated with their respective embassies within a 72-hour period and had no criminal charges or outstanding fines against them. Though labor-sending country diplomats reported a substantial number of workers benefited from this policy, it is unknown if any trafficking victims were identified or referred to protection services through the policy.

The government continued to operate shelters for children, as well as 15 welfare centers for female domestic workers. These facilities provided shelter and psycho-social, health, and educational services to trafficking victims, though it was unclear if any identified victims were referred to these facilities. The government improved services in the welfare center in Riyadh in 2014; for example, unlike in previous reporting periods, the government reported male shelter staff were not allowed in the residents' living quarters, and labor source-country diplomatic officials were given regular access to their nationals residing in the center. The shelter operated as a one-stop shop, providing residents with legal assistance, immigration and passport services, translation, and rehabilitative care. It was equipped with seven female social workers, as well as trained psychologists and other medical professionals. The government did not provide specialized shelters for victims of sex trafficking or male trafficking victims. Due to a lack of available and adequate protection services for all trafficking victims, some victims in smaller cities were kept in jails until their cases were resolved. Many victims continued to seek refuge at their embassies; source country diplomatic missions continued to report complaints by their citizens of unpaid wages, physical or sexual abuse, and poor working conditions.

In November 2014, the Council of Ministers approved a child protection law to protect those under age 18 years from various crimes, including exploitation of children in criminal or sexual acts, which may include trafficking crimes. The government reportedly encouraged victims to assist in the investigation and prosecution of trafficking offenders, yet few victims 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.

PREVENTION

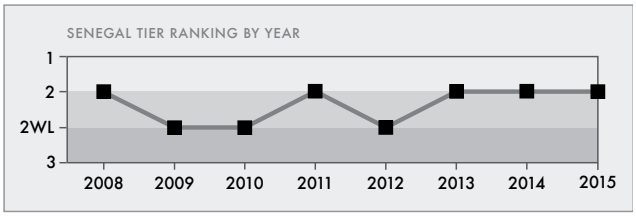
The government made some progress in preventing trafficking. Government officials, as well as high-level religious leaders, demonstrated increased political will to combat trafficking and publicly acknowledged and condemned the problem of trafficking—specifically forced labor—in the country. The government allocated an increased amount of resources for the inter-agency anti-trafficking working group, which continued to actively coordinate efforts among ministries. For another year, the government updated its national anti-trafficking action plan; as part of this plan, the government identified areas of cooperation with two international organizations to strengthen anti-trafficking efforts. Throughout 2014, the government coordinated with five labor-sending country representatives to provide information on workers' rights at airports in the sending countries. In June 2014, the government completed a domestic worker labor agreement with the Government of Sri Lanka, which aimed to protect workers' wages and contracts. In May 2014, the MOL announced private employers who do not pay their domestic workers would be subjected to financial penalties. The government continued implementation of the Wage Protection System (WPS), which required employers to pay foreign workers through bank transfers, thereby allowing the MOL to ensure workers were paid appropriately. The MOL suspended 82 companies that did not adhere to the WPS. In October 2014, the government formally joined the International Association of Labor Inspection and conducted extensive labor inspections of recruitment agencies throughout the reporting period. The MOL employed nearly 1,000 labor inspectors and reported more than 62,000 labor violations and 9,500 cases in which foreign migrants were working for employers without legal sponsorship. The MOL imposed penalties on 2,200 cases where companies violated the government's mid-day work ban during the summer months. Government-controlled media implemented awareness campaigns addressing trafficking, while the MOL continued to distribute a guidebook to all migrant workers entering the country in some source country languages, which contained a telephone number for workers to report abuse. The government continued to improve an online portal providing domestic workers and employers with information about their legal rights. The police maintained a 24-hour anti-trafficking hotline with operators who spoke Arabic and English, and during 2014, the MOL established a hotline to receive labor dispute complaints with operators that spoke a variety of migrant worker languages; it was unclear if any trafficking victims were identified through these hotlines. The government took actions to reduce the demand for commercial sex acts and forced labor, but it 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. The government provided anti-trafficking training or guidance for its diplomatic personnel.

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 the region of Dakar alone, approximately 30,000 *talibes* are forced to beg in the streets. Senegalese boys and girls are 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 Senegalese sex trafficking victims endure exploitation within Senegal, particularly in prostitution in the southeastern gold-mining region of Kedougou. Women and girls from other West African countries are subjected to domestic servitude and commercial sexual exploitation in Senegal, including for sex tourism.

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 four prosecutions and four convictions in three separate cases under the 2005 anti-trafficking law. In 2014, the government convicted four traffickers, conducted an awareness campaign on forced child begging, and established a national database to assist tracking and coordinating efforts to prevent this crime. The government maintained its appropriation of funding to its under-resourced shelter for children but reduced funding to the national taskforce, from 50 million Central African CFA francs (FCFA) ($85,000) provided to support the efforts of the coordinating body in 2013 to FCFA 30 million ($51,000) in 2014. In addition, efforts to identify and assist trafficking victims decreased during the year; the government identified less than one-half the number of victims the government identified in the previous reporting period. It did not adequately regulate or inspect the informal sectors of the economy, such as mining or agriculture, in an effort to prevent forced labor and demonstrated limited and inadequate law enforcement efforts against unscrupulous *marabouts* engaged in forced begging.



RECOMMENDATIONS FOR SENEGAL:

Vigorously investigate and prosecute trafficking offenses, and convict and punish trafficking offenders, including those who exploit children in forced begging; provide adequate funding to expand government-funded shelters or partner with international organizations or NGOs to provide additional care options for victims; improve efforts to collect law enforcement data on trafficking offenses, including cases prosecuted for trafficking-related offenses under provisions other than the 2005 law; 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; expand regulations of labor inspections and labor trafficking investigations in the informal sector of the economy; implement the national action plan on forced child labor; use the *daara* mapping project findings to establish baseline information for the national database and inform tracking and coordination of efforts to prevent forced begging; and increase efforts to raise public awareness about trafficking, including the trafficking of adults.

PROSECUTION

The government 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. For the third consecutive year, the government did not maintain or publish comprehensive statistics on its human trafficking law enforcement efforts. The government prosecuted and obtained convictions for four defendants in three trafficking cases in southeastern Senegal and sentenced the offenders to two to 10 years' imprisonment, in addition to fines, compared with one conviction in the previous reporting year. Despite the prevalence of forced begging by unscrupulous Koranic school teachers, the government reported only one successful conviction against this form of trafficking. It also did not report any investigations or prosecutions of perpetrators of child prostitution or forced child labor during the reporting period.

The government conducted two training programs for officials in March 2015, compared with a three-day session it had co-hosted the previous year. Many law enforcement and judicial personnel remained unaware of the 2005 anti-trafficking law, which continued to hinder efforts to prosecute and convict traffickers under the law and to collect data on prosecution and protection efforts. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government maintained modest efforts to identify and protect both child and adult trafficking victims. Government law enforcement, immigration, and social services personnel have formal written procedures to proactively identify trafficking victims. However, in 2014, the government identified only 61 child trafficking victims, a significant decrease from 155 child trafficking victims identified and assisted by the government in the previous reporting period. The Ginddi Center, the only government-run shelter in Senegal, provided shelter and protection services to these 61 child victims; the amount of funding the government provided to the center for shelter, food, medical and psychological care, family mediation and reconciliation services, and limited education and vocational training was unknown, compared with FCFA 44,300,000 ($73,000) provided in 2013. 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 trafficking victims. During the year, the Ginddi Center's child protection hotline received 2,583 calls concerning children in distress or requesting information; the number of calls concerning trafficking cases was undetermined. The government reported discovery of an unknown number of labor and sex trafficking victims in the isolated Kedougou mining region; however, it is unclear whether it formally identified or provided services to any victims.

The government did not proactively identify victims among vulnerable groups, such as those residing in gold mining communities, and referred an unknown number of child trafficking victims to NGO-run shelters. It did not have a formal victim referral mechanism and did not provide funding or other support to NGOs providing victim services. The anti-trafficking law provides 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; however, the government did not report offering this relief to any victims during the reporting period. The 2005 anti-trafficking law absolves victims from responsibility for unlawful acts committed as a result of being subjected to trafficking and there were no reports officials penalized victims for such acts.

PREVENTION

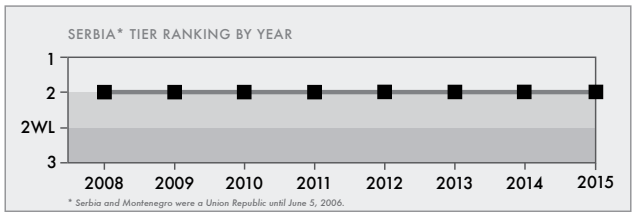
The government sustained efforts to prevent human trafficking. It provided FCFA 30,000,000 ($50,000) in funding to the national taskforce in 2014, which is a significant decrease from the 2013 budget of FCFA 50,000,000 ($100,000). In October 2014, in partnership with international organizations and NGOs, the anti-trafficking taskforce sponsored an awareness program on forced child begging in Kolda, targeting children, parents, and *marabouts*. During this reporting period, it also presented the *daara* mapping project for the Dakar region, an initiative conducted in partnership with foreign donors, to examine the magnitude of forced child begging and establish baseline information from which to track progress in addressing this crime. In January 2015, the taskforce completed design of a national trafficking database; however, it was unclear how officials plan to implement and train officials on its proper use. The Ministry of Education drafted a law to regulate and modernize *daaras* and conducted public outreach to advocate for this *daara* modernization; however, this law was not approved by Parliament at the close of the reporting period. Despite these efforts, exploitation and abuse of *talibes* continued to occur on a large scale, and the government did not fund or make significant efforts to implement the national action plan on child begging.

Approximately 70 percent of Senegal's economy operated in the informal sector, where most forced child labor occurred; however, there was no evidence that the Ministry of Labor made efforts to regulate this sector. The government made efforts to decrease the demand for forced labor or commercial sex acts in the mining sector through the closure of artisanal mining sites in southeastern Senegal. The government did not provide anti-trafficking training to Senegalese troops before their deployment abroad on international peacekeeping missions. The government did not provide anti-trafficking training for its diplomatic personnel.

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 Russia, neighboring countries, and throughout Europe, particularly Italy, Germany, and Switzerland. Serbian nationals, particularly men, are subjected to labor trafficking in labor-intensive sectors, such as the construction industry, in European countries (including Azerbaijan, Slovenia, and Russia) and the United Arab Emirates. Serbian children, particularly ethnic Roma, are subjected within the country to sex trafficking, forced labor, forced begging, and petty crime, often by family members. Foreign victims of trafficking in Serbia are from neighboring countries including Montenegro, Bosnia and Herzegovina, Bulgaria, Romania, and Moldova. Bribery reportedly influences some trafficking cases.

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. Victim identification significantly increased, particularly of forced labor victims, though victim care suffered from the absence of government procedures to refer victims to NGO service providers and a lack of training for social welfare center staff on trafficking victim assistance. Fewer traffickers were convicted, and those that were received weak sentences. The government did not afford victims sufficient protection in criminal proceedings, which exposed them to intimidation and secondary traumatization.



RECOMMENDATIONS FOR SERBIA:

Increase prosecutions and obtain convictions of traffickers with dissuasive sentences; train investigators, prosecutors, and judges on victim-centered approaches to trafficking cases; provide victims testifying in court with the full range of available protections to diminish intimidation and re-traumatization; enshrine in law non-penalization of victims for acts committed as a direct result of their being subjected to human trafficking; improve cooperation with NGOs on victim referral and increase funding for NGOs providing reintegration services; improve training for government personnel on victim assistance and referral; increase efforts to identify victims among asylum seekers and unaccompanied children engaged in street begging; adopt the national anti-trafficking strategy and action plan and involve NGOs in implementation; strengthen efforts to discourage demand for services of trafficked persons; and elevate the national coordinator to a full-time position with independent authority.

PROSECUTION

The government demonstrated mixed law enforcement efforts. Article 388 of the Serbian criminal code prohibits all forms of 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. The government investigated 55 cases in 2014, including 35 cases of commercial sexual exploitation and 20 cases of forced labor, compared with 30 cases involving 63 suspected traffickers in 2013. In 2014, the government initiated prosecutions of 17 cases involving 25 defendants under Article 388, compared with 29 trafficking cases in 2013. Courts convicted 26 traffickers in 2014, a decrease from 37 convicted in 2013. Sentences ranged between three and 12 years' imprisonment. The government did not disaggregate data on convictions for sex and labor trafficking crimes. Trials were lengthy, and the appeals process frequently resulted in the reduction of prison sentences. Observers reported the government did not adequately implement anti-trafficking laws, and prosecutors often chose to prosecute trafficking crimes under other statutes with lesser penalties that were easier to prosecute. Both the organized crime police and border police forces had specialized anti-trafficking units. Each police directorate in Serbia had an anti-trafficking unit; seventeen directorates also had multidisciplinary anti-trafficking teams that included prosecutors, social workers, and health officials. The government, in coordination with NGOs and international organizations, provided training

to police, prosecutors, judges, and consular and border officials on recognizing, investigating, and prosecuting trafficking cases, as well as on victim identification and referral. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. An NGO reported it was offered money by a defendant in a trafficking case to drop its involvement in that case and suspected the judge was accepting money from the defendant.

PROTECTION

The government improved identification of trafficking victims, but victim assistance and protection were deficient. Authorities identified 119 trafficking victims in 2014, compared with 76 in 2013. Ninety-eight victims were subjected to forced labor, 16 for sex trafficking, three for forced begging, and two for forced criminality. Authorities referred only eight of the 119 identified victims to NGO service providers, which they attributed to a decrease in victims' needs and the availability of assistance at government-run social welfare centers. However, observers asserted victims should have been referred to NGOs in much larger numbers because social welfare centers lacked specialized programs and skills to work with trafficking victims and lacked the ability to remove children from their families, even if there was evidence the family had exploited the child. The government maintained a center for protection of trafficking victims that was responsible for victim identification and assistance. The center had two units, the protection agency and the urgent reception center, although the urgent reception center was not functional for the second year in a row. The protection unit lacked specific procedures for dealing with child trafficking victims. The government was unable to estimate total funding for victim assistance but previously reported it allocated 21,864,957 dinars ($219,000) for the center's operations and salaries in 2014. The center's lack of procedures for cooperation with NGOs had a negative impact on victim assistance. An NGO operated the only shelter exclusively for trafficking victims, which the government did not fund in 2014. NGOs assisting victims relied primarily on foreign sources of funding. Male victims did not have access to accommodation but could access other services. Specialized shelters for child trafficking victims did not exist; child victims were returned to their families, sent to foster care, or accommodated in one of two centers for orphans. Officials did not follow written victim identification procedures. Police, NGOs, and social service personnel referred suspected trafficking victims to the government's center, though the center reported referral guidelines needed updating.

Experts reported victims' rights were not adequately protected during lengthy court proceedings and victims had to appear frequently in front of their traffickers; traffickers often threatened or intimidated victims. Judges demonstrated limited understanding of the complexities of human trafficking cases. Serbian law entitles victims to file criminal and civil suits against their traffickers for compensation, but judges encouraged victims to seek compensation by filing civil suits, which were lengthy, expensive, and involved the victim facing the abuser numerous times. For the first time, one victim was compensated during the reporting period as a result of a civil suit. Foreign victims were eligible for temporary residence permits renewable up to one year, but no victims received permits in 2014, compared with two in 2013. Serbian law did not have a non-punishment or non-prosecution clause for trafficking victims. A sex trafficking victim forced to sign a murder confession by her trafficker began serving her 18-year prison sentence in 2014; the case was under appeal at the end of the reporting period.

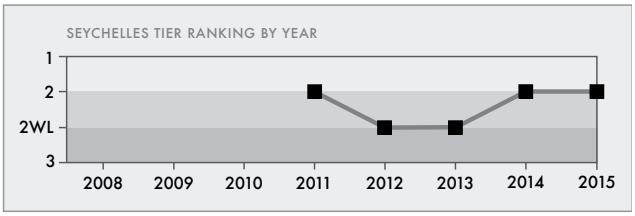
PREVENTION

The government maintained some prevention efforts. The government did not adopt the 2014-2020 national strategy nor the 2014-2015 action plan despite completing both drafts during the previous reporting period. The national coordinator continued to lead anti-trafficking efforts, although the position was still not full-time with independent authority. The government still had not fully transitioned to a new anti-trafficking council structure including government and NGO representatives. The government operated a hotline to collect human trafficking-related tips, published anti-trafficking efforts on its website, and provided information on trafficking *via* social media. The government worked with NGOs and an international organization to establish anti-trafficking stakeholder networks in a total of 17 communities. Police enforced laws against purchasing commercial sex and fined clients identified during raids on commercial sex establishments. The government did not make efforts to reduce demand for forced labor. Serbian troops participated in anti-trafficking training prior to their deployment on international peacekeeping missions. The government provided anti-trafficking training for its diplomatic personnel.

SEYCHELLES: Tier 2

Seychelles is a source country for children subjected to sex trafficking and a destination country for foreign men and women subjected to labor and sex trafficking, respectively. 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 China, Kenya, Madagascar, and various countries in South Asia—make up 20 percent of the working population in Seychelles and are primarily employed in the fishing and construction sectors. Migrant workers are subjected to forced labor in the construction sector. NGOs report 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 nonpayment of wages and physical abuse.

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, the government adopted anti-trafficking legislation and began implementation of the 2014-2015 national action plan. The national anti-trafficking committee, in collaboration with international donors, began the development of a victim assistance tool and conducted an extensive national awareness campaign on trafficking. However, the government did not report any prosecutions or convictions of trafficking offenders and did not identify any trafficking victims. The government deports migrant workers working for state-owned or private companies for participating in strikes to protest 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—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 continue awareness campaigns on trafficking to increase the understanding of the crime among the local population and the large number of foreign tourists and migrant workers entering the country.

PROSECUTION

The government demonstrated limited law enforcement efforts. The Prohibition of Trafficking in Persons Act of 2014 prohibits all forms of trafficking in adults and children. Although the law is sufficiently broad and the penalties sufficiently stringent, adult sex trafficking does not carry a penalty that is commensurate with the penalties imposed for other serious crimes. The law prescribes 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 this prohibition may be hampered by unclear and conflicting statutes in other areas of the penal code which do not clearly define the ages of consent and legal majority, creating confusion between the traditionally understood age of consent (15 years of age) and the legal age of majority (18 years of age). The government did not prosecute or convict any trafficking offenders during the reporting period. The government opened three investigations of potential trafficking cases; however, ultimately the investigations revealed they were not trafficking. Law enforcement officials lacked sufficient training to effectively investigate trafficking cases; however, 25 law enforcement officers participated in awareness, raising and capacity, building activities provided by the government, in collaboration with international donors. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government demonstrated minimal 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 the country. The Department of Social Affairs provided counseling to women in prostitution, some of whom may have been victims of forced prostitution. The national anti-trafficking committee began the development of a victim assistance tool, which will include standard operating procedures and victim identification and referral mechanisms; the tool was not finalized at the end of the reporting period. There were no reports of victims being penalized for unlawful acts committed as a result of being subjected to trafficking; 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.

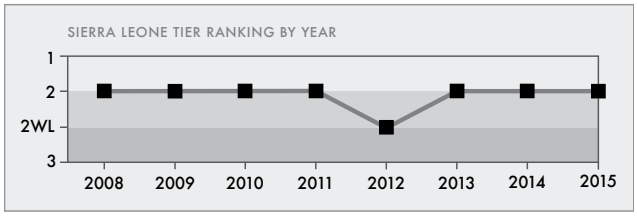
PREVENTION

The government increased prevention efforts. The national anti-trafficking committee 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. As a result, the implementation of the 2014-2015 national action plan was slow and many activities remained in early planning stages. The government conducted a two-month nationwide media campaign to raise awareness on trafficking; the campaign was funded by an international organization. As part of this campaign, the Ministry of Home Affairs and Transport developed a website to educate the general public on how to identify and report trafficking offenses. The Ministry of Labor and Human Resource Development employed 11 labor inspectors 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 this number was inadequate and inspectors lacked basic resources to perform their duties adequately. Despite several complaints by migrant workers, primarily in the construction sector, about poor working conditions, nonpayment 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. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

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 agricultural 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. Children from neighboring West African countries are exploited in forced begging, forced labor, and prostitution. Indian, Sri Lankan, and Chinese men have been subjected to forced labor within 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, an outbreak of Ebola Virus Disease severely affected the country and overwhelmed the government's resources and capacity to effectively address a variety of issues, including trafficking in persons. The government did not convict any traffickers, did not provide victim identification data, and the national anti-trafficking taskforce suspended their meetings as officials were reassigned to address the Ebola crisis. However, the government provided anti-trafficking training to law enforcement officers, drafted a national referral mechanism for trafficking victims, and expanded protections for migrant laborers by conducting investigations of recruitment agencies and implementing strict licensing procedures. Sierra Leone also acceded to the 2000 UN TIP Protocol.



RECOMMENDATIONS FOR SIERRA LEONE:

Increase prescribed penalties for forced prostitution of adults; 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; fund anti-trafficking activities in the national budget and begin allocating funds to relevant entities, such as the national anti-trafficking 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 providing assistance to trafficking victims and support their efforts either financially or through in-kind support; improve efforts to collect data on anti-trafficking law enforcement and victim assistance efforts; in collaboration with civil society organizations, increase efforts to raise public awareness about the dangers of trafficking, including adult trafficking; and finalize an updated national action plan.

PROSECUTION

The government sustained modest anti-trafficking law enforcement efforts. 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 30 million leones ($6,000) for both sex and labor trafficking offenses. For sentences that include only a fine, 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 protect vulnerable witnesses.

During the reporting period, the government reported 21 investigations, one prosecution, and no convictions of traffickers, compared with 27 investigations, one prosecution, and zero convictions reported during the previous reporting period. Judicial inefficiency and constant procedural delays required victims to travel frequently to the capital for court appearances, which was difficult and costly; as a result, the vast majority of trafficking cases were not prosecuted. Data collection remained weak, particularly within the judiciary and, therefore, the Ministry of Justice was unable to provide comprehensive law enforcement statistics. In July and August 2014, the government, in collaboration with foreign donors, organized three training workshops for officials and law enforcement officers on victim identification. Additionally, between June 2014 and March 2015, the government provided seven trainings for law enforcement officers on border management, which included information on how to identify trafficking victims. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses during the reporting period; however, corruption, particularly among the judiciary, remained a problem during the reporting period.

PROTECTION

The government sustained modest efforts to protect trafficking victims. The government did not gather comprehensive victim identification data during the reporting period and it is unclear how many victims were provided services or referred to NGOs for care. However, the Ministry of Foreign Affairs and the Sierra Leonean Embassy in Kuwait identified at least nine women and girls who were subjected to forced labor in Kuwait; the government was working with an international organization to facilitate their repatriation at the end of the reporting period. Although there are no state-run shelters for trafficking victims, the government provided tax exempt status and duty free importation for NGOs, including those providing protective services to trafficking victims. Government-employed social workers and prosecutors also provided psycho-social services and legal representation to victims residing in NGO-run shelters. The national anti-trafficking taskforce drafted a national referral mechanism for trafficking victims and signed a memorandum of understanding with the National Witness Protection and Assistance Unit of the police to increase protection for victims and other witnesses in trafficking cases. The government offers alternatives to removal to countries in which victims would face retribution or hardship, including temporary residency. There were no reports the government detained, fined, or jailed victims for unlawful acts committed as a direct result of being subjected to trafficking.

PREVENTION

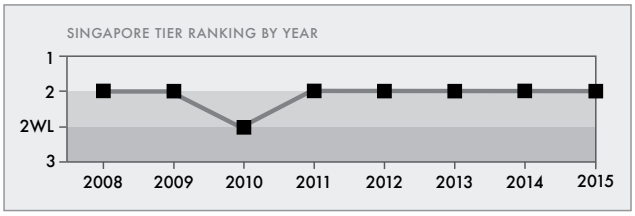
The government sustained modest efforts to prevent trafficking. The national anti-trafficking taskforce suspended formal meetings in November 2014, as government officials were reassigned to address the Ebola crisis. However, anti-trafficking prevention efforts continued. The National Commission for Social Action sponsored a radio and newspaper campaign to educate youth on human trafficking and migrant smuggling. In an effort to expand protections for migrant laborers, including foreign workers employed in Sierra Leone and Sierra Leoneans going abroad, the Ministry of Labor and Employment conducted investigations of all recruitment agencies and implemented strict licensing procedures; during the reporting period, the government banned the use of recruitment fees and prohibited foreign nationals from operating recruitment agencies within the country. As a result of one investigation, the government publicly declared one recruitment agency as disreputable; the investigation is still ongoing, but the company's owners have since fled the country. 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. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. In August 2014, Sierra Leone became a party to the 2000 UN TIP Protocol.

SINGAPORE: Tier 2

Singapore is a destination country for men, women, and girls from other Asian countries 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. Many of the more than 1.35 million foreign workers that comprise more than one-third of Singapore's total labor force are vulnerable to trafficking; most victims migrate willingly for work in the construction, domestic service, performing arts, manufacturing, or service industries or in the sex trade. NGOs report an increase of domestic workers from Cambodia and Burma, many of whom experience language barriers and lack access to mobile phones, increasing their isolation and vulnerability to trafficking. In September 2014, the Burmese government imposed a temporary ban on legal emigration to Singapore for domestic work, citing concerns of abuse and nonpayment of wages. Many foreign workers assume large debts to recruitment agencies in both Singapore and their home countries, making them vulnerable to forced labor, including debt bondage. Victims are also compelled into sex or labor exploitation through illegal withholding of their pay, threats of forced repatriation without pay, restrictions on movement, and physical and sexual abuse. Passport confiscation remains a widespread and largely accepted practice; research released by the government found six out of 10 foreign work permit holders were not in possession of their passports and work permits. Foreign workers have credible fears of losing their work visas and being deported, since employers have the ability to legally repatriate workers at any time during their contracts with minimal notice. Unscrupulous employers exploit the non-transferability of low-skilled work visas to control or manipulate workers. Some employers in Singapore rely 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.

Foreign women sometimes 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, involving both boys and girls, in Singapore, and cases of Singaporean men engaging in child sex tourism in other countries. Men are subjected to forced labor on long-haul fishing vessels that depart from Singapore or dock in Singaporean ports; some agencies in Singapore use deceptive tactics to recruit Filipino and Cambodian men for this work. There are reports some foreign seamen endure severe abuse by fishing boat captains, the inability to disembark from their vessels—sometimes for years—the inability to terminate their contracts, and nonpayment of wages. Some of these men transit Singapore before embarking onto vessels from ports in other countries.

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 passed its first anti-trafficking law, which prohibits all forms of human trafficking and came into effect in March 2015. Authorities identified 33 victims and initiated 11 prosecutions in four cases, but did not convict any traffickers. The government provided some victim assistance through government programs for vulnerable groups, but did not make progress in ensuring all victims systematically received protection. NGOs provided the only specialized services for trafficking victims, usually without government funding. The government obtained its first conviction of a Singaporean national for the facilitation of child sex tourism abroad.



RECOMMENDATIONS FOR SINGAPORE:

Using the 2014 anti-trafficking law, increase investigations and prosecutions of trafficking offenses, including debt bondage, and convictions and punishments of both sex and labor traffickers; provide specialized training for officials on using the provisions of the new law to identify victims and investigate cases, with a focus on identifying non-physical forms of coercion; dedicate a budget for specialized trafficking victim protection and provide funding to all non-governmental shelters assisting potential victims; develop formal policies to ensure all potential victims receive robust protections regardless of whether their cases are fully substantiated or lead to prosecutions; do not punish victims for acts committed as a result of being subjected to trafficking; provide all victims incentives to participate in investigations and prosecutions, including legal assistance to seek compensation and temporary employment passes, and adopt a victim-centered approach to law enforcement efforts; expand cooperation with civil society organizations, particularly in victim protection and support; continue and increase awareness campaigns to encourage public support of anti-trafficking efforts; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government enacted its first trafficking-specific law, but sustained minimal efforts to prosecute and convict traffickers. In 2014, the government held a series of public consultations on draft anti-trafficking legislation approved in November 2014 that came into effect in March 2015. The Prevention of Human Trafficking Act prohibits all forms of human trafficking and prescribes penalties of up to 10 years' imprisonment and fines up to 100,000 Singapore dollars ($75,700). These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes. In addition, Article 140 of the Women's Charter prohibits forced prostitution involving detention or physical force and Article 141 prohibits the movement of women and girls for "trafficking" but does not define the term. 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.

In 2014, authorities investigated 49 potential sex trafficking cases, of which 25 were substantiated as trafficking cases, 12 were dismissed without further action, and 12 were investigated for other offenses. Among the cases positively identified as sex trafficking, two cases involving seven defendants were prosecuted, five cases were dismissed with a warning or no further action, and 18 cases were pending at the close of the reporting period. Authorities investigated 41 cases of potential labor trafficking and initiated prosecutions of four suspects. The government did not convict any labor or sex traffickers in 2014, compared with two child sex traffickers convicted in 2013. Police cooperated with Thai counterparts on a sex trafficking investigation, though no prosecutions were initiated as a result of that investigation. The government funded an NGO to provide anti-trafficking training to 4,000 law enforcement officials. However, authorities continued to face challenges in identifying and building evidence in trafficking cases, particularly labor trafficking. Singapore has never obtained a labor trafficking conviction. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking.

PROTECTION

The government continued limited efforts to protect victims, but victim identification was sometimes ineffective and services were provided only on a case-by-case basis. Police and labor officials had standard operating procedures for identifying victims, and the government had a victim referral process among government officials, civil society organizations, and foreign embassies. The total number of victims identified in 2014 is unknown, but the government officially recognized 31 sex trafficking victims and two labor trafficking victims. Two sex trafficking victims were male and 24 were children; the ages and genders of remaining victims were unknown. The government and civil society organizations often disagreed as to whether specific cases amounted to trafficking; an NGO observed inconsistencies in the government's application of the definition of trafficking when determining whether to "accept" or "reject" a referral. Reports suggested authorities did not recognize elements of trafficking among individuals who initially consented to migrate for work in a specific sector and were subsequently subjected to trafficking in that sector (including the sex trade) or in cases where individuals were compelled into sex or labor exploitation through psychological coercion or debt bondage rather than physical confinement. Officials reportedly faced difficulty recognizing cases of domestic servitude—even when physical abuse, restriction of movement, withholding of wages, and document confiscation were present.

Authorities had the discretion to provide services on a case-by-case basis; there were no formal policies ensuring victims' access to services, and not all victims received the same level of protection. Singapore's new trafficking law provides some protections for child victims, including access to shelter and a requirement that their testimony be held *via* videoconference. Most victims—including those not recognized in the government's statistics—received shelter and services from NGOs that did not receive support from the government or shelters maintained by foreign embassies. The government provides funding and oversight to 24 shelters serving vulnerable children, including an unknown number of trafficking victims. Children's shelters often housed victims alongside children who had committed crimes, and 16- and 17-year-olds were placed in facilities with adults. The government granted an unknown number of victims special passes or work permits that allowed them to temporarily live or work legally in Singapore. An NGO reported victims from certain countries are ineligible to receive work permits. The government-funded Seafarers' Welfare Centre referred distressed fishermen, including potential trafficking victims, to their respective embassies and provided limited humanitarian assistance; however, most victims of forced labor on fishing vessels lacked work visas and therefore were not eligible for protective services or legal redress in Singapore.

The government reported a policy not to punish victims for crimes committed as a direct result of being subjected to trafficking, although it was not clear there was a legal basis for that policy on which victims could rely. In 2014, the government prosecuted workers for making false wage claims on work permit applications—despite their having been deceived by an employer about their salaries and subjected to unfounded wage deductions upon arrival in Singapore. According to NGOs and foreign embassies, inadequate victim identification resulted in the possibility trafficking victims were among the individuals arrested and penalized for prostitution violations. The government offered limited assistance for some victims participating in investigations and prosecutions of trafficking offenses, but many victims declined participation. There were reports victims 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 NGO reported instances of officials holding victims' passports and requiring them to remain in the country while their cases were being prosecuted. NGOs and foreign embassies reported coordination between public and private stakeholders has improved, but the government's lack of transparency regarding ongoing cases remained a problem and interfered with service providers' ability to assist victims. The government did not provide long-term alternatives to removal to countries where victims may face hardship or retribution.

PREVENTION

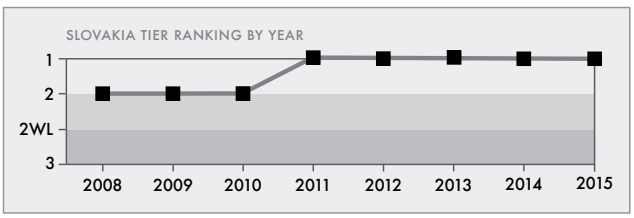
The government continued efforts to prevent trafficking. The government's interagency taskforce continued implementation of Singapore's national action plan. The taskforce conducted campaigns through social media, newspapers, television, posters, and other outreach materials to educate workers on their rights, raise public awareness of trafficking, and publicize efforts to punish employers for trafficking-related violations. The government disbursed 72,500 Singapore dollars ($54,900) in grants for three entities conducting projects to raise awareness of human trafficking. The government

investigated and imposed fines on some employment agencies for operating without a license or other illegal acts that could facilitate trafficking, but local experts observed agencies often committed such acts with impunity. The government provided anti-trafficking training for its diplomatic personnel. Unlike last year, the government did not prosecute or convict any individuals for purchasing commercial sex acts from children. In March 2015, authorities convicted a Singaporean man for intent to facilitate child sex tourism abroad. The government made limited efforts to reduce the demand for commercial sex acts and no efforts to reduce the demand for forced labor. 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. Ukrainian, Moldovan, Bulgarian, Romanian, and Vietnamese men and women are subjected to forced labor in Slovakia. Eastern European women are also reportedly transported to and through Slovakia and forced into prostitution within the country and throughout Europe. Roma from marginalized communities are disproportionately vulnerable to trafficking. 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.

The Government of the Slovak Republic fully complies with the minimum standards for the elimination of trafficking. The government increased investigations, prosecutions, and convictions of traffickers and funding for victim protection. However, courts issued light and suspended sentences for convicted traffickers that did not deter traffickers nor protect victims. Sixteen of the 19 convicted traffickers received suspended sentences, another received a mere fine, and two received sentences of two years' imprisonment. The government continued to struggle to identify foreign victims of trafficking, with NGOs reporting that potential victims were not properly identified among migrants because they were encouraged to take advantage of assisted voluntary return. Legal support to victims was inadequate, and victims who cooperated with prosecution were at risk of re-traumatization. The government approved a national program to fight trafficking covering 2015-2018, but some NGOs continued to report challenges with effective participation in the Expert Working Group.



RECOMMENDATIONS FOR SLOVAKIA:

Vigorously investigate, prosecute, and convict traffickers and sentence those convicted to jail terms; strengthen training and capacity building for investigators, prosecutors, and judges on a victim-centered approach to law enforcement efforts; establish formal written procedures for victim referral; improve legal assistance to victims; train government officials, particularly border police, on proactive identification of victims among vulnerable groups; facilitate better consultation with NGOs in the Expert Working Group; amend the law to formally prohibit the prosecution of trafficking victims for offenses committed as a result of their trafficking; improve data gathering on Slovak victims of trafficking abroad; and support an effective and independent national anti-trafficking rapporteur to produce assessments of government anti-trafficking efforts.

PROSECUTION

The government demonstrated increased efforts to prosecute and convict traffickers, but short and suspended sentences remained a serious weakness in Slovakia's anti-trafficking efforts. The government prohibits all forms of trafficking through Section 179 of its criminal code, which prescribes penalties between four and 25 years' imprisonment for trafficking offenses. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. During the reporting period, Slovak officials initiated 15 new investigations and prosecutions of 18 defendants, compared with 11 investigations and 12 defendants in 2013. Courts convicted 19 traffickers during the reporting period compared with 14 in 2013; two defendants were acquitted. Sixteen of the 19 convicted traffickers received suspended sentences, one offender was ordered to pay a fine, and two were sentenced to two years' imprisonment each.

The government attributed the increase in law enforcement efforts to the recent transfer of anti-trafficking responsibilities from the police's Organized Crime Unit to the Irregular Migration Unit within the Bureau of Border and Alien Police, enabling officials with specialized knowledge to investigate suspected traffickers and identify and assist victims. Five members of the Irregular Migration Unit continued to be involved in a joint investigation team with UK police that previously resulted in the conviction of Slovak traffickers in UK courts. Prosecutors reported that training previously provided by the Interior Ministry was not tailored to their needs and did not improve their capacity to successfully prosecute trafficking cases. Experts believed Slovak law enforcement placed too much emphasis on victim testimony and made insufficient attempts to secure other types of evidence. The government 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. During 2014, the government allocated 225,100 euro ($272,000) for the protection of trafficking victims, an increase of 90,000 euro ($109,000) from 2013 funding. Of this amount, 145,661 euro ($176,000) was provided to two NGOs to provide victim services, in comparison with 134,571 euro ($163,000) allocated for victim services in 2013. 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 the National Coordinator or care facilities. In 2014, the government and civil society identified 41 trafficking victims, a decrease from the 55 victims identified by the government and

civil society in 2013. Of these 41 victims, 34 victims of trafficking and forced marriage entered the government-funded victim care program in 2014, compared with 30 in 2013. NGOs provided victims shelter and care services, including financial support, repatriation to Slovakia, healthcare, and psycho-social support. NGOs deemed the legal advice available to victims insufficient, and only one victim received it during the reporting period. Shelters for domestic violence victims accommodated trafficking victims, but housed them separately. Adult victims were permitted to leave the shelters without a chaperone. Child trafficking victims could be accommodated in government-run children's homes or an NGO-run crisis home for children. NGOs noted that Slovak police may lack the capacity to effectively supervise victims during investigations, particularly Romani victims in marginalized communities, who often return to the same environments from which they were subjected to trafficking.

The Slovak Embassy in London registered 151 potential Slovak victims in 2014. NGOs also reported the presence of approximately 60 Slovak and Czech child victims of trafficking in the UK in 2014. However, these numbers were not reflected in the government's official statistics, suggesting a need for the government to improve its tracking of Slovak victims abroad. The government continued to struggle to identify foreign trafficking victims, with NGOs reporting that potential victims were not properly identified among migrants because they were encouraged to take advantage of assisted voluntary return. Foreign victims were eligible for care and tolerated residency during the entire time they participated in an investigation. Otherwise, they were eligible for up to 90 days of tolerated 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. Limited funding for legal representation impaired foreign victims' ability to justify their cases for temporary residency. Victims were discouraged from participating in trafficking investigations because court proceedings were not sufficiently adapted nor law enforcement professionals sufficiently trained to avoid re-victimization. The law authorizes the extension of permanent residency to foreign trafficking victims who faced hardship or retribution if returned to their country of origin; however, no such residence permits have been issued. There were no reports that the government penalized victims for unlawful acts committed as a direct result of being subjected to human trafficking, although the law does not formally prohibit the prosecution of trafficking victims.

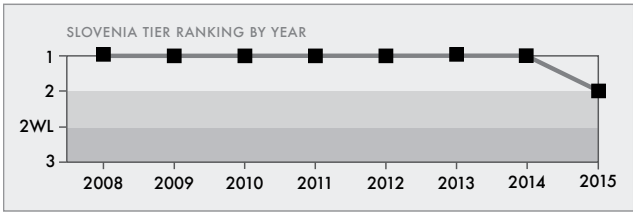
PREVENTION

The government maintained efforts to prevent human trafficking, but acknowledged the need to raise public awareness and improve data collection on anti-trafficking efforts. In February 2015, the government approved a national program to fight trafficking covering 2015-2018 that acknowledged the need to improve ministries' anti-trafficking capacities. The Interior Ministry's Crime Prevention Office coordinated the government's anti-trafficking activities, including overseeing victim care services, training officials on victim identification, conducting awareness campaigns, and convening the Expert Working Group—consisting of government and NGO representatives. Some NGOs continued to report challenges with collaboration and transparency in the Expert Working Group. The Crime Prevention Office housed an information center to collect statistics on the government's anti-trafficking efforts, but it had difficulty reconciling data across institutions and did not conduct critical assessments. The government trained, with co-funding, 214 NGO workers, social workers, and police community specialists on preventing forced labor trafficking in marginalized Romani communities. The government also conducted prevention activities in schools and orphanages that reached 912 children and young adults; financially supported a trafficking-themed film festival organized by NGOs; and distributed tens of thousands of short publications on trafficking in Romani communities, schools, police stations, and public awareness-raising events. The government continued to support an anti-trafficking hotline operated by an NGO. The government did not make efforts to reduce the demand for commercial sex acts or forced labor. Approximately 200 military personnel eligible to serve in peacekeeping missions abroad received anti-trafficking training. In coordination with an international organization, the government provided anti-trafficking training for its diplomatic personnel.

SLOVENIA: Tier 2

Slovenia is a destination and, to a lesser extent, a source and transit country for women and children subjected to sex trafficking and for 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 transit through Slovenia to Italy, Austria, and Germany, where they are subsequently subjected to forced labor. Women and children from Slovenia, as well as neighboring countries, other European countries, and the Dominican Republic are subjected to sex trafficking within the country. Migrant workers and ethnic Roma are particularly vulnerable to trafficking in Slovenia.

The Government of Slovenia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government provided training for law enforcement officials and developed a handbook to guide victim identification; however, the government prosecuted the fewest number of traffickers in five years and did not secure any convictions. The government sustained funding for NGOs to provide assistance to victims and run awareness campaigns, but authorities referred fewer victims to care. The inter-ministerial working group approved 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; increase efforts to identify victims of both sex and labor trafficking among vulnerable populations, including individuals in prostitution, dancers in nightclubs, foreign migrant workers, and children in begging; provide adequate funding to

the national coordinator's office; impose sentences on convicted traffickers that reflect the severity of their crime; continue to strengthen specialized training for investigators, prosecutors, and judges in applying the human trafficking statute; increase efforts to facilitate victims' access to compensation; provide trafficking-specific training to administrative units responsible for issuing residence permits; provide proper and safe facilities 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 demonstrated insufficient law enforcement efforts. Slovenia prohibits all forms of trafficking through Article 113 of its criminal code, which prescribes penalties ranging from one to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government conducted 11 trafficking investigations in 2014, compared with four in 2013. Authorities initiated prosecutions of six defendants under Article 113, compared with nine in 2013. The government did not convict any traffickers in 2014, compared with two in 2013 and six in 2012. The government funded a two-day training on trafficking for approximately 50 police, prosecutors, and judges, which included presentations by NGOs. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. For the first time, the government froze illegally gained property of alleged traffickers. In the reporting period, authorities froze 2.5 million euro ($3.04 million) of assets.

PROTECTION

The government demonstrated mixed victim protection efforts. The government allocated 85,000 euro ($103,000) for victim protection, the same amount as in 2013. Authorities and NGOs identified 36 potential victims in 2014, compared with 37 in 2013; seven of these victims were referred to NGOs by Slovenian authorities. The government developed a manual to guide officials in identifying and supporting victims. GRETA reported Slovenian authorities' efforts to identify victims focused on women subjected to sex trafficking, and noted authorities should increase attention to cases of labor trafficking generally, as well as trafficking among unaccompanied children. Authorities provided specialized training to approximately 100 social workers in June 2014, though experts noted more training was needed for health care providers and social workers. The government funded two NGOs that provided services for adult victims of trafficking. These NGOs assisted 43 potential victims in 2014, compared with 47 in 2013. While the government did not have specific facilities for unaccompanied children identified as potential victims, a protocol was in place with NGOs to provide them with safe housing and care. All victims are allowed a 90-day reflection period to reside legally in Slovenia while recovering and considering whether to participate in an investigation. During this time, they are eligible to stay in crisis accommodation for up to 30 days. After the 30 days in crisis housing, victims from non-EU countries can elect to stay in safe accommodation for an additional three-month period, regardless of whether they cooperate with law enforcement. In cases of participation in pre-trial and criminal proceedings, foreign victims could receive a temporary residence permit for the duration of the legal proceedings and could receive additional services, including long-term accommodation. In 2014, four victims, including one Slovenian, cooperated with law enforcement on trafficking cases compared with six in 2013. The three foreign victims received temporary residence permits. GRETA reported no victims have ever received compensation from their traffickers, and victims of trafficking were not explicitly listed as eligible for compensation from the state fund for crime victims. There were no reports of victims inappropriately penalized for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

The government strengthened prevention efforts. The Ministry of Interior's Interdepartmental Working Group (IWG), which was led by the national coordinator, continued to organize national efforts and produce an annual monitoring report. The working group also approved the 2015-2016 action plan. The IWG provided NGOs with 22,000 euro ($26,700) to run awareness campaigns targeting potential trafficking victims, particularly young people and migrant workers. Observers reported additional resources to the national coordinator's office would better enable it to fulfill its mandate. The government commissioned a study on human trafficking in Slovenia to inform future prevention activities. The government provided anti-trafficking training or guidance for its diplomatic personnel, as well as for administrative units responsible for issuing residence permits. The government did not report any specific measures to reduce the demand for commercial sex or forced labor.

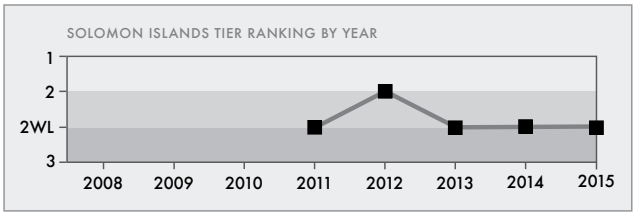
SOLOMON ISLANDS: Tier 2 Watch List

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 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 logging and mining industries and may subsequently be 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 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. Local boys and girls are put up for "informal adoption" by their families in order to pay off debts; some are subsequently subjected to sexual servitude by the adopted family 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. Despite these

measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Solomon Islands is placed on Tier 2 Watch List for a third consecutive year. Solomon Islands was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking and it has committed to devoting sufficient resources to implement that plan. During the reporting period, the government gazetted implementing regulations for the 2012 Immigration Act, which prohibits transnational forms of trafficking, and conducted multiagency team inspections at logging and fisheries sites to detect the presence of trafficking. The government, however, did not prosecute suspected traffickers or identify and protect 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 traffickers, including those exploiting men onboard fishing vessels and men and children in and around logging or mining camps or in the tourism industry; investigate forced prostitution of foreign women and prosecute their traffickers; adopt and implement proactive procedures, including provision of adequate resources for labor inspections, to identify victims of trafficking among vulnerable groups, such as foreign workers in the fishing, logging, and mining sectors, and women and children in prostitution; support and allocate funding for victim services; institute a campaign to raise public awareness of human trafficking; recognize the government's Trafficking in Persons Advisory Committee (TIPAC) as an official entity and allocate resources to support the work of TIPAC; implement the draft national action plan for combating trafficking in persons; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government demonstrated limited progress in anti-trafficking law enforcement efforts. It gazetted implementing regulations for the immigration act, which prohibits and punishes transnational forms of trafficking in persons and prescribes a penalty of up to five years' imprisonment or a fine up to 45,000 penalty units ($6,700), or both for the trafficking of adults; and a penalty of up to 10 years' imprisonment or a fine up to 90,000 penalty units ($13,300), or both for the trafficking of children. These penalties are not sufficiently stringent, due to the option of paying a fine. 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 up to 20,000 penalty units ($2,960), or both penalties. The law protects trafficking victims from prosecution for crimes committed as a result of being subjected to trafficking, such as illegal entry into the country, illegal residency or procurement, or possession of a false identification document. During the reporting year, the Ministry of Justice and Legal Affairs, recognizing the deficiency of the trafficking provisions in the immigration act, submitted a new draft law, which was approved by the cabinet. The parliament was expected to review the draft law in early 2015.

The government did not report any new investigations, and none of the 27 potential cases from the previous years led to prosecutions of trafficking offenses or convictions of suspected traffickers. The Immigration Division led multiagency team site inspections at logging and fishing companies, but did not report any suspected cases of trafficking. The government did not report training law enforcement officers or other government officials on trafficking during the year. Lack of expertise and understanding of the crime of trafficking were reported as some of the most challenging issues in combating trafficking in Solomon Islands. The government did not conduct any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses.

PROTECTION

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

The government did not identify or protect any trafficking victims and did not operate any shelters for victims. The government has the authority to provide temporary residence 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 reported victims were able to seek compensation from their traffickers through civil suits; however, no trafficking victims have ever filed such suits. Women in prostitution may have been repeatedly arrested and prosecuted during the year without efforts being made to determine whether they were victims.

PREVENTION

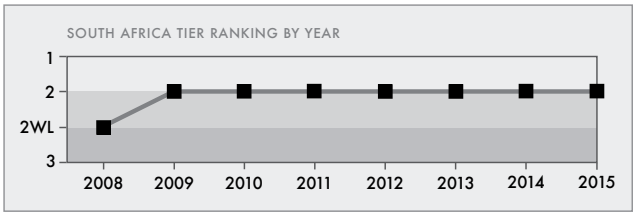
The government made minimal efforts to prevent trafficking. The government approved the national action plan to combat trafficking and appointed TIPAC as the official anti-trafficking coordinating body. The government, however, did not conduct any educational campaigns or workshops to increase awareness of trafficking. 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. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. 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 Africans constitute the largest number of victims within the country. South African children are recruited from poor rural areas to urban centers, such as Johannesburg, Cape Town, Durban, and Bloemfontein, where girls are subjected to sex trafficking and domestic servitude and boys are forced to work in street vending, food service, begging, criminal activities, and agriculture. Large numbers of children, including those with disabilities, are exploited in forced begging. The tradition of *ukuthwala*, the forced marriage of girls as young as 12 to adult men, is practiced in some remote villages in Eastern and Western Cape provinces, leaving these girls vulnerable to forced labor and sex slavery. Nigerian syndicates dominate the commercial sex trade in several provinces. In 2014, NGOs in Western Cape reported an increased number of Nigerian sex trafficking victims, many coerced through voodoo rituals. Local criminal rings organize child prostitution, Russian and Bulgarian crime syndicates operate in the Cape Town sex trade, and Chinese nationals coordinate the sex trafficking of Asian men and women. To a lesser extent, syndicates recruit South African women to Europe and Asia, where some are forced into prostitution, domestic service, or drug smuggling. Law enforcement reported continued coercion of sex trafficking victims *via* forced drug use, which compounded difficulties in rescuing victims.

Officials acknowledged an increased presence of Chinese victims, but Thai women remained the largest identified foreign victim group. Women and girls from Brazil; Eastern Europe; East, South and Southeast Asia; and neighboring African countries are recruited for legitimate work in South Africa, but sometimes subjected to forced prostitution, domestic servitude, or forced labor in the service sector or taken to Europe for similar purposes. Foreign and South African LGBT persons are subjected to sex trafficking. For the third consecutive year, foreign male forced labor victims were discovered aboard fishing vessels in South Africa's territorial waters; in 2014, NGOs reported an increased number of victims—10 to 15 victims each month—disembarking in Cape Town. Young men and boys from neighboring countries migrate to South Africa for farm work; 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. Government and NGOs report an increase in Pakistanis and Bangladeshis subjected to bonded labor in businesses owned by their nationals. Official complicity—including amongst police—in trafficking crimes remained a serious concern. Some well-known brothels that were previously locations of sex trafficking operated with officials' tacit support.

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. The government maintained modest anti-trafficking law enforcement efforts—convicting three and initiating prosecution of an additional 19 sex traffickers in 2014. The Department of Social Development (DSD) continued its oversight of victim shelters, which assisted 41 victims. For the second consecutive year, however, the Prevention and Combating of Trafficking in Persons Act (PACOTIP), signed in July 2013, was not in force because implementing regulations had not been finalized—leaving South Africa without adequate anti-trafficking prohibitions and impeding overall efforts to combat the crime. The Department of Justice Victim Support Directorate (DOJ/VSD) oversaw the development of regulations necessary to enact the legislation and coordinated trainings for prosecutors and investigative police in several provinces. The government lacked formal procedures for properly identifying trafficking victims among vulnerable groups, including illegal migrants and women in prostitution. The government failed to systematically address labor trafficking offenses or to successfully prosecute 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 to bring PACOTIP into effect; 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, especially among South African Police Service (SAPS) officials and Department of Labor (DOL) personnel; investigate and prosecute officials suspected of trafficking complicity; verify law enforcement and social service providers use a victim-centered approach when interacting with potential victims and recognize initial consent is irrelevant; prosecute employers who use forced labor; adequately screen for trafficking victimization among vulnerable groups, including potential deportees and 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 for trafficking victims to all high-risk areas; certify or establish additional shelters for the assistance of male victims; and institute formal procedures to compile national statistics on traffickers prosecuted and victims assisted.

PROSECUTION

The government maintained efforts to investigate and prosecute trafficking crimes; however, it did not promulgate regulations for the PACOTIP Act, leaving South Africa with inadequate anti-trafficking prohibitions. The Sexual Offenses Act (SOA) prohibits the sex trafficking of children and adults and prescribes penalties of up to 20 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious offenses, such as rape. The Basic Conditions of Employment Act of 1997 (BCEA) prohibits forced labor; in 2014, the government amended it to extend prohibitions to the informal sector and doubled prescribed maximum penalties for forced labor for both children and adults from three to six years' imprisonment. 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. Promulgation of the PACOTIP Act signed by the president in July 2013 remained pending. In 2014, the State Law Advisor approved implementing regulations finalized by SAPS, DSD, DOJ/VSD, and the National Prosecuting Authority (NPA); however, the Department of Home Affairs' (DHA) draft regulations remained under review, preventing formal promulgation of the act during the reporting period. Government entities with implementing regulations made significant efforts to train staff on these regulations in 2014.

The government convicted three sex traffickers and initiated prosecutions of 19 additional suspected sex traffickers—a slight increase compared with the conviction of three offenders and prosecution of 12 suspected sex traffickers in 2013. In November 2014, the Graskop Magistrate's Court convicted a prominent businessman for the sex trafficking of five Mozambican girls under the SOA and Children's Act and sentenced him to eight life terms—the most severe sentence for a trafficking crime handed down in South Africa. In March 2015, the High Court upheld the trafficking and rape convictions of an offender found guilty in the previous reporting period. Prosecution of 17 alleged sex traffickers remained ongoing from previous reporting periods, including the 2011 "Point Durban" case. Officials investigated cases involving Nigerian, Thai, and Chinese traffickers, but the government has never successfully prosecuted larger, international syndicates involving these or Russian or Bulgarian traffickers who dominate the sex trade in several South African cities. In a slight improvement, the government initiated prosecution of one Thai and three Nigerian suspected traffickers.

While the majority of trafficking victims in South Africa are labor trafficking victims, the government did not initiate prosecution or obtain convictions of any labor traffickers in 2014. 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. DOL inspectors continued to use the BCEA as their core enforcement mechanism and mostly failed to consider trafficking crimes within this workload. The first prosecution of a domestic servitude case, initiated in October 2013 against a father and son in Western Cape, remained pending prosecution.

The government failed to prosecute or convict any officials allegedly complicit in trafficking offenses. In one case, SAPS pledged to investigate and reassigned a SAPS officer after he allegedly compromised the safety of a victim. Stakeholders reported the failure of police to proactively identify sex trafficking victims or pursue investigations and noted prosecutors were often unwilling to take difficult cases. NGOs reported police officers solicited commercial sex acts from victims. The government did not report efforts to investigate a South African diplomat suspected of engaging in forced labor abroad in the previous reporting period; however, government regulations do not allow the Department of International Relations and Cooperation to discipline its diplomatic personnel for misconduct outside of their principle job duties.

In anticipation of the PACOTIP Act's eventual promulgation, the government increased training efforts, which focused on the pending implementing regulations. The South Africa Judicial Education Institute held eight four-day training sessions, which reached 275 sitting magistrates; DOJ led trainings in each province for inter-departmental staff. NPA staff trained over 240 prosecutors and 90 investigative police assigned to various "Hawks" units around the country. SAPS trained 80 officials in several provinces. DHA and DOL included trainings developed by an international organization within their academy trainings for new staff. DSD held anti-trafficking trainings on DSD's implementing regulations for nearly 350 staff across the country.

PROTECTION

The government continued efforts to protect victims. DSD continued oversight of and funding to 13 accredited multipurpose shelters, which hosted 41 victims—a significant decrease compared with 93 victims in 2013; officials speculated shelter staff's inconsistent reporting was to blame for the reported decrease. DSD 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. There was only one shelter available for male trafficking victims in the country, located in Gauteng, which was difficult to access for men victimized in other parts of the country. The Thuthuzela Care Centers provided crisis care to victims of sexual violence, including potential trafficking victims. The government assisted child trafficking victims in facilities for vulnerable children, without provision of specific services related to their trafficking victimization. Staff prevented both adults and children from leaving shelters unaccompanied, reportedly for security reasons. DSD staff monitored victims' well-being, prepared them for court, and accompanied them throughout the trial and repatriation processes. Rapid-response teams comprised of government agencies and NGOs in Gauteng, Western Cape, and KZN continued to coordinate protective services, including shelter, for victims. DSD, which is responsible for designating and certifying trafficking victim status, continued to accept victims from law enforcement and coordinate their placement in a registered shelter; however, not all officials are aware of their responsibility to refer victims to DSD in practice.

DSD developed formal procedures to identify and refer trafficking victims to care, though these were not put into effect. The KZN and Western Cape provincial Task Teams used an interagency protocol to guide law enforcement interactions with women in prostitution. Nonetheless, law enforcement generally failed to screen women and LGBT persons in prostitution for trafficking indicators, often charging them with prostitution and other violations. The government's longstanding focus on implementing immigration law tended to overshadow victim identification. The government did not identify trafficking victims among seamen docked in the Port of Cape Town. Male labor trafficking victims remained largely unidentified and were more likely to be detained, deported, jailed or fined.

Systemic hurdles inhibited progress in providing justice and protection for victims. A lack of language interpretation 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; however, in 2014, DSD began construction of its first detoxification facility, part of its plan to build one in each province by 2017. Officials encouraged victims to participate in the investigation and prosecution of traffickers and, at times, provided security and long-term care to foreign victims who did so. The government

granted temporary residency to five child victims in 2014, but current South African law does not provide legal alternatives for victims to avoid deportation to countries where they may face hardship or retribution. Law enforcement reported being unable to place suspected victims in shelters if victims failed to provide evidence of force, fraud, or coercion immediately after their rescue, leaving DSD unable to immediately classify persons as victims of trafficking. This is a systemic obstacle to recognizing the emotional trauma that victims have endured—and, at times, there was significant delay in a victim's placement at facilities. 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 trafficking. The DOJ/VSD coordinated efforts to prepare for the eventual implementation of the PACOTIP and continued provision of essential funding for local awareness and training events. DOJ/VSD organized two nationwide coordination meetings and worked with interdepartmental stakeholders and civil society partners to assess progress on implementation of the updated national action plan. However, inter-ministerial and operational cooperation was ineffective, hindering the completion of regulations and, at times, stymieing prosecutions. The government remained without a formal mechanism to monitor the effectiveness of its anti-trafficking efforts; once activated, the PACOTIP will require annual reports from implementing departments. DOJ/VSD supported awareness-raising efforts, including an information kiosk at O.R. Tambo International Airport for passengers and airport staff on identifying trafficking victims. The government allocated 2.7 million rand ($270,000) to anti-trafficking training and awareness-raising during the 2013-2014 fiscal years. The NPA continued to serve as the government's law enforcement lead, providing oversight of six provincial task teams coordinated through its Inter-Sectoral Task Team (ISTT) and provincial task teams. Various task teams undertook awareness-raising; for example, in KZN, the provincial task team conducted 18 awareness-raising sessions for students, reaching over 1,200 primary school students. NPA, DOJ, SAPS, and Thuthuzela staff held 20 awareness-raising sessions at high schools.

In March 2014, Parliament passed amendments to the 2012 Employment Services bill, which was awaiting presidential assent at the end of the reporting period. Though the bill does not ban labor brokers, it requires DOL to license and regulate private employment agencies and prohibits those agencies from charging fees for their services unless explicitly authorized by the labor minister. DOL conducted inspections of farms in the Limpopo region in 2014 to ensure workers were not victims of forced labor or other violations; as a result, the government fined 10 farmers for underpaying workers, but failed to investigate such abuses as potential forced labor crimes. The government began prosecution of at least four clients of a sex trafficking victim, but did not take any other known action to reduce the demand for commercial sex or make efforts to minimize the demand for forced labor. The government did not provide anti-trafficking training to its peacekeepers prior to their deployment abroad on international peacekeeping missions. In partnership with an international organization, in 2014 the government provided anti-trafficking training for 70 diplomatic personnel.

SOUTH SUDAN: Tier 3

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 domestic servitude in Yei, Bor, Wau, Torit, Nimule, Juba, and elsewhere in the country. 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, are subjected to sex trafficking in restaurants, hotels, and brothels in urban centers—at times with the involvement of corrupt law enforcement officials. Child prostitution remains a problem. 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.

Women and girls from Uganda, Kenya, Ethiopia, Eritrea, and the Democratic Republic of the Congo migrate willingly to South Sudan with the promise of legitimate work and are subjected to sex trafficking. South Sudanese and foreign business owners entice men and women from these countries, as well as South Sudanese women and children, with offers of employment opportunities in hotels, restaurants, and construction; many are 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 reported instances of trafficking continued to increase during the reporting period; with a continuation of violence driving some foreigners to flee the country, local observers reported a greater proportion of sex trafficking victims are women and girls from South Sudan. Some traffickers may operate in organized networks within the country and across borders. Authorities occasionally assisted traffickers in crossing international borders, and some 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.

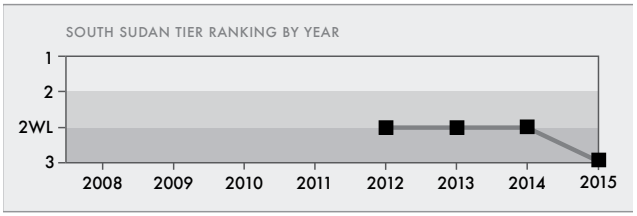
Violent conflict continued throughout the year, resulting in the displacement of more than two million people and orphaning an unknown number of children; these groups were at increased risk of trafficking. Unaccompanied minors in refugee camps or those moving between camps, particularly while crossing the Kenya-South Sudan border, were vulnerable to abduction for sex or labor trafficking. Inter-ethnic abductions, as well as abductions by external criminal elements, continued between some communities in South Sudan, especially in Jonglei, Unity, and Upper Nile states. Some abductees were subsequently subjected to domestic servitude, forced animal herding, or sex trafficking. There have been previous reports of Sudanese slave traders abducting South Sudanese girls, particularly in Upper Nile state and forcing them into domestic servitude or selling 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 Nuban children. Some of those enslaved remain in Sudan with their captors.

Prior to the outbreak of conflict in December 2013, the government's security forces, the Sudan People's Liberation Army (SPLA), had made tangible progress in demobilizing child soldiers. The children who remained were operating largely in support roles and few were involved in active fighting. In 2014, the SPLA's recruitment and use of child soldiers, often by force, significantly increased. The UN estimated there were approximately 12,000 child soldiers within the SPLA, as well as in armed opposition groups in South Sudan as of December 2014; most were between 15 and 16 years old, but some were as young as 11. Between April and September 2014, the SPLA forcefully recruited children in Greater Upper Nile and Unity states; the UN reported one senior military leader in the SPLA initiated a mobilization campaign targeting children in schools. In Koch, Unity state, the SPLA forcefully recruited 70 boys and an unknown number of adults. The UN verified 23 girls working as servants in SPLA military barracks outside of Malakal, Upper Nile state. In June 2014, UNICEF verified at least 250 children within the SPLA's ranks and in February 2015, armed soldiers affiliated with the SPLA abducted as combatants 40 boys, some as young as 13, from an internally displaced persons camp in Upper Nile state. The UN Mission in South Sudan (UNMISS) and the Inter-Governmental Authority on Development (IGAD), which led peace talks between the government and the opposition during the reporting period, also reported seeing child soldiers in the SPLA in Unity state. The UN reported observing child soldiers in military uniform and carrying firearms with the South Sudan Wildlife Service, comprising primarily former SPLA soldiers. The UN verified eight boys affiliated with the South Sudan National Police Force (SSNPS). NGO and UN officials acknowledged sex trafficking and forced labor of children associated with the SPLA may still occur.

During the reporting period, the SPLA integrated into their ranks one militia with significant numbers of child soldiers. David Yau Yau, the militia commander of the South Sudan Democratic Movement/Army's Cobra Faction (SSDM/A-CF), had approximately 3,000 children under his command when his forces were integrated into the SPLA in May 2014. The SPLA agreed on the full integration of Yau Yau and his soldiers on the condition all child soldiers under his command be demobilized prior to integration; the demobilization was carried out in partnership with an international organization. In February 2015, the SPLA integrated Johnson Olony, a Shilluk militia leader, whose militia included child soldiers. Some of Olony's officers are in the midst of integration; however, his enlisted troops have not yet started the integration process. The SPLA reportedly insisted all child soldiers under Olony's command be demobilized prior to a full integration.

Child soldiers were also present in large numbers within the SPLA in Opposition (SPLA-IO) and groups affiliated with the opposition; the UN estimated the White Army, a civilian fighting force, recruited most of the remaining 9,000 child soldiers, some of which participated in active fighting. The SPLA-North (SPLM/A-N), a Sudan-based group formerly aligned with the SPLA and reportedly continuing 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 and Maban, Upper Nile State. The SPLM/A-N reportedly used child soldiers in Southern Kordofan and Blue Nile states 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 and exploited them as cooks, porters, combatants, and for sexual slavery.

The Government of South Sudan does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The number of child soldiers recruited and used, at times by force, by the SPLA significantly increased during the reporting period. The government formally recommitted to an action plan to eliminate the recruitment and use of child soldiers by 2016; however, after signing the recommitment and through the end of the reporting period it continued to recruit child soldiers, at times by force. The government did not hold SPLA officers criminally accountable for the unlawful recruitment and use of children. While the government reported investigating five suspected traffickers, such efforts appear negligible in light of the significant trafficking problem within South Sudan. The government did not provide adequate protective services for trafficking victims and continued to indiscriminately arrest and imprison individuals for prostitution, including child sex trafficking victims.



RECOMMENDATIONS FOR SOUTH SUDAN:

Uphold the commitment to demobilize all child soldiers and provide resources for demobilization programs; punish military officials found to be in violation of laws related to recruitment, use, and exploitation of children; increase efforts to investigate suspected human trafficking cases, prosecute trafficking offenses, and convict and punish trafficking offenders, including complicit government officials, using existing laws; establish and implement procedures to prevent prosecution of trafficking victims for crimes committed as a direct result of being subjected to trafficking; 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 service; 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; 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 made minimal anti-trafficking law enforcement efforts, but did not investigate or prosecute any government officials complicit in 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, which 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.

Some government officials, including members of the SPLA, SSNPS, and National Wildlife Service were reportedly complicit in trafficking offenses. The government made no efforts during the reporting period to address government complicity by investigating and prosecuting those who committed such crimes and has never formally issued a punishment for the recruitment and use of child soldiers. Although the SPLA issued orders in June 2014, making division commanders responsible for ensuring their divisions were not recruiting or using child soldiers, there is no evidence this led to decreased impunity in the recruitment and use of child soldiers. The government reported there is now an active directorate for child protection, headed by a brigadier general, responsible for investigating allegations of child soldiering.

The government reported its investigation of five suspects; it did not identify whether the cases pertained to sex or labor trafficking. Capacity of law enforcement officers in most regions of the country remained limited, and courts often lacked adequate human and physical resources to investigate and prosecute crimes, including human trafficking. Pervasive corruption in the judicial sector, including the use of intimidation and bribery, previously hindered prosecutions of traffickers. The government did not provide specialized anti-trafficking training to law enforcement officers or judicial officials during the year, and officers continued to have little or no awareness of South Sudan's laws prohibiting human trafficking. The national legislature did not pass the omnibus labor act, which was drafted by the Ministry of Labor in 2009 to provide further protections against forced labor.

PROTECTION

The government did not protect trafficking victims and, at times, law enforcement efforts were harmful to victims. Although the government reportedly identified five victims, including two children, it did not transfer identified victims to receive care from either the government or civil society organizations. Law enforcement continued to indiscriminately arrest individuals in prostitution, including trafficking victims, as there was no process to distinguish or identify potential victims among these or other vulnerable populations. UN agencies and NGOs provided temporary shelter to child soldiers demobilized by the government in partnership with an international organization, but the government did not provide financial or other support to these organizations.

Demobilization of children within the SSDA-CF, in partnership with UNICEF, began in January 2015 with 549 children ranging from 11-17 years of age released by mid-February. The demobilization plans stipulated a monetary incentive in the form of one-time financial assistance of 700 South Sudanese Pounds ($237) to help former child soldiers find work and safety after leaving the SPLA; however, due to the economic crisis in South Sudan the funds were often unavailable, which slowed the pace of demobilization.

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 space and resources, and has not provided shelter to any trafficking victims since independence in 2012. There were no specialized services available for male, female, or foreign trafficking victims or for any victims outside Juba. Front-line officers failed to remove potential and identified victims 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 subjected to trafficking. 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. In previous years, the government arrested foreign victims for lack of proper documentation, and police and SPLA soldiers reportedly raped child sex trafficking victims and female child soldiers, though it is unknown if this continued during the reporting period.

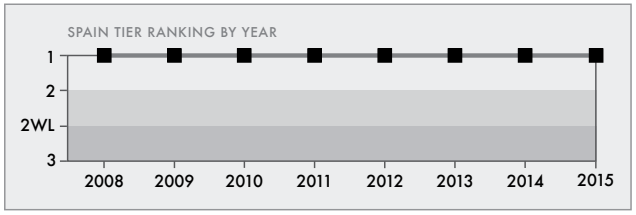
PREVENTION

The government made minimal efforts to prevent trafficking. The government drafted a national action plan against trafficking and took initial steps to demobilize child soldiers and put mechanisms in place to prevent their future recruitment. The government signed an action plan to end child soldiering in 2009 and formally recommitted to that action plan in 2012 and again in 2014. In October 2014, the minister of defense, in partnership with the UN, launched the "Children: Not Soldiers" campaign, which details 18 measures the SPLA must undertake to end the recruitment and use of child soldiers and to end grave violations against children in accordance with international humanitarian law and human rights law by 2016. The government also disseminated radio messages highlighting the child soldiers and submitted legislative amendments to the Ministry of Justice to apply sanctions to the recruitment of children by army commanders. SSNPS trained 440 officers on investigative procedures, including identifying and assisting victims. However, 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 the public. Authorities 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. The government had memoranda of understanding with Kenya, Rwanda, and Uganda to facilitate information exchanges, including on human trafficking. The government made no new efforts to ensure its policies, regulations, or agreements did not contribute to forced labor. The government made no discernible efforts to reduce the demand for forced labor or commercial sex acts during the reporting period. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. South Sudan is not a party to the 2000 UN TIP Protocol.

SPAIN: Tier 1

Spain is a destination, source, and transit country for men, women, and children subjected to forced labor and sex trafficking. Women from Eastern Europe (particularly Romania, Bulgaria, Ukraine, Russia, and Croatia), South America (particularly Paraguay, Brazil, Colombia, and Ecuador), China, and Nigeria are subjected to sex trafficking in Spain. Men and women from China, India, and Pakistan are subjected to forced labor in domestic service, textile, agricultural, construction, industrial, and service industries. Victims are recruited by false promises of employment in the service industry or agriculture and are subsequently forced into prostitution and debt bondage upon their arrival to Spain. Traffickers also lure some victims from within Spain and other regions of the EU. A large percentage of individuals in prostitution in Spain are believed to be victims of human trafficking. Many women in prostitution in Spain are held under the control of Nigerian, Romanian, and Spanish trafficking networks that operate out of major cities in Spain, though victims are increasingly subjected to trafficking by individuals and smaller groups of traffickers. Unaccompanied migrant children in Spain continue to be vulnerable to sex trafficking and forced begging. Police and other officials have been investigated, charged, and convicted for complicity in human trafficking crimes.

The Government of Spain fully complies with the minimum standards for the elimination of trafficking. During the reporting period, the government convicted twice as many traffickers, but prosecuted slightly fewer suspected traffickers, than in 2013. The government identified more trafficking victims and increased funding for victim assistance and law enforcement. The government and NGOs cooperated on victim identification and referral to services. The new position of the National Rapporteur on Trafficking in People was created in April 2014, but the government did not fulfill its plan to update its national anti-trafficking action plan.



RECOMMENDATIONS FOR SPAIN:

Increase investigations and prosecutions of trafficking offenses, particularly those involving labor trafficking; continue to prosecute and punish government officials complicit in trafficking; establish specialized anti-trafficking services for child victims and labor trafficking victims; continue to provide regular training on proactive identification of victims, in particular among women in prostitution, irregular migrants, and unaccompanied minors; continue targeting industries and agricultural regions with high incidence of labor exploitation to identify labor trafficking victims; train all prosecutors and judges on a victim-centered approach to law enforcement, not just those specializing in trafficking cases; take steps to ensure potential trafficking victims are afforded a reflection period to decide 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; and conduct awareness campaigns on forced labor.

PROSECUTION

The government maintained strong law enforcement efforts in 2014. Spain prohibits all forms of both sex and labor trafficking through Article 177 bis of its criminal code, which prescribes penalties from five to eight years' imprisonment. These penalties are sufficiently stringent and commensurate with the prescribed penalties for other serious crimes, such as rape. As of December 2014, the Office of the Prosecutor was investigating 293 trafficking cases for sexual or labor exploitation. Courts initiated prosecutions of 98 defendants for sex trafficking and six for labor trafficking in 2014, compared to 104 and six, respectively, in 2013. Sixty-two traffickers were convicted in 2014, double the 31 convicted in 2013. Of the 62 convictions, 60 were convicted of sex trafficking and two were convicted of labor trafficking. While the government did not provide comprehensive sentencing data, it sentenced the leader of a Nigerian sex trafficking ring to 53 years and nine months in prison, and gave prison sentences to 18 other members of the ring ranging from six months to 12 years. Two individuals convicted of trafficking minors for sexual exploitation received prison sentences of 10 and 12 years. In May 2014, the government sentenced the leader of a Brazilian sex trafficking ring with alleged ties to the Spanish National Police and the Civil Guard to 20 years in prison, but police and civil guard officers accused in the case were not convicted. In June 2014, six police officers in Catalonia received prison sentences ranging from five to 11 years for their involvement in preventing immigration inspections at a brothel in Castelldefels between 2002 and 2008. The government did not report any new investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. The government provided specialized training on trafficking to law enforcement officials developed with input from NGOs.

PROTECTION

The government sustained strong protection efforts. In December 2014, the Congress approved additional protections for victims of crime, including more time to appeal the dismissal of cases against alleged traffickers. Authorities reported identifying 153 trafficking victims in 2014, an increase from 127 in 2013. Of the 153 victims identified, seven were minors, and seven had been subjected to forced labor. The government allocated 4.9 million euro ($5.9 million) for victims of trafficking across ministries, including 2 million euro ($2.4 million) to NGOs providing shelter and services to victims, compared with 1.5 million euro ($1.8 million) for NGOs in 2013. Since 2013, the government has used a protocol to identify trafficking victims developed with NGO input. NGOs reported good cooperation with law enforcement in the identification and referral of victims, including NGO participation in raids on brothels and locations where victims may have been present. NGOs provided victims temporary shelter and access to legal, medical, and psychological services. One NGO assisted 83 victims in 2014, of which 25 were referred by Spanish authorities. Another NGO in Catalonia assisted 117 victims, 28 of whom had been referred by the Catalan regional police per a cooperative agreement. Specialized centers for child victims of crime and seven trafficking shelters were available to assist child trafficking victims. Two non-trafficking-specific shelters were available for adult male victims. In December 2014, the government released, in collaboration with NGOs, an updated guide of available shelters and service providers for sex trafficking victims.

Under Spanish law, foreign victims were able to request a renewable residence permit for up to five years based on their

cooperation with law enforcement or, in some cases, on the basis of their personal situation without regard to whether they assisted law enforcement. Victims could also receive assistance to return to their country of origin, unless required to remain in Spain to participate in a criminal prosecution. The government granted reflection periods—time in which victims could recover while deciding whether to assist law enforcement—to 35 victims in 2014, compared with 71 in 2013, and granted 20 temporary residence permits to victims who agreed to assist law enforcement, compared with 64 in 2013. In May 2014, the government granted asylum to a Mexican woman who escaped a drug and sex trafficking network in Mexico, making her the second victim of sex trafficking to be granted asylum on those grounds. Under the 2012 Penal Code Reform approved in March 2015, victims are not prosecuted for any unlawful acts committed as a direct result of being subjected to trafficking. However, some victims who refused to testify against perpetrators have been detained and deported as illegal aliens.

PREVENTION

The government sustained strong prevention efforts during the reporting period. The new position of the National Rapporteur on Trafficking in People was created in April 2014. The National Rapporteur is a deputy ministerial-level position in the Ministry of the Interior. The health ministry managed the national anti-trafficking working group, which included the Ministries of Interior, Justice, and Labor. The government did not update the 2009-2012 National Action Plan to Combat Trafficking in Human Beings as planned in 2014, though two key elements of the plan continued to be operational: funding for NGOs to provide victim assistance and semiannual coordination meetings among ministries and NGOs. The government continued prevention efforts through public awareness campaigns and operated three hotlines to report suspected cases of sex trafficking.

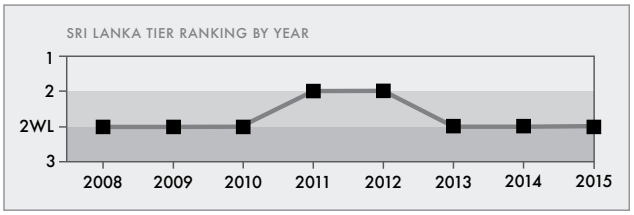
The Civil Guard created a special anti-trafficking unit and made labor exploitation a strategic focus in 2014. The Civil Guard conducted approximately 1,500 inspections related to sex trafficking in 2014, compared with 1,205 in 2013, and 889 inspections related to labor trafficking, compared with 205 in 2013. Civil Guard operations identified 49 sex trafficking victims and seven labor trafficking victims in 2014, compared with 44 and 97 in 2013, respectively. The government discouraged newspapers from publishing classified ads for sexual services offered by individuals engaged in prostitution, many of whom were thought to be trafficking victims. The government did not make efforts to reduce the demand for commercial sex acts or forced labor. The government maintained a website designed with UNICEF to warn potential Spanish child sex tourists they could be subject to prosecution under Spanish law for criminal acts committed abroad, but no such prosecutions were reported. Spanish troops received anti-trafficking training prior to their deployment abroad as part of international peacekeeping missions. The government provided anti-trafficking training for its diplomatic personnel.

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 the Middle East, Southeast Asia, and Afghanistan to work in the construction, garment, and domestic service sectors are subsequently subjected to forced labor. Before emigrating from Sri Lanka, many 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. Migrant laborers are advanced money as an incentive to move abroad, only to be trapped in debt bondage upon arrival at their destination. Some recruitment agencies commit fraud by changing the agreed upon job, employer, conditions, or salary after the migrant's arrival. Some Sri Lankan women are subjected to forced prostitution in Jordan, Maldives, Malaysia, Singapore, 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 Sri Lanka's largest cities. Children are also reportedly 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, are subjected to physical, sexual, and mental abuse, nonpayment of wages, and restrictions of movement—indicators of labor trafficking. A small number of women from Asia, Central Asia, Europe, and the Middle East have been subjected to forced prostitution in Sri Lanka in recent years. Police accept bribes to permit brothels to operate, some of which exploited trafficking victims, and sub-agents collude with officials to procure fake or falsified travel documents to facilitate travel of Sri Lankans abroad.

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. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore Sri Lanka is placed on Tier 2 Watch List for a third consecutive year. Sri Lanka was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking, and it has committed to devoting sufficient resources to implement that plan. The government approved guidelines for the identification and referral of victims to protective services and organized trafficking awareness campaigns. However, for the fourth consecutive year, authorities failed to convict any traffickers under Sri Lanka's trafficking statute—indicative of a continued lack of understanding of trafficking and inability to adequately investigate these crimes. Rather, the government convicted one trafficker under a procurement statute—a decrease compared with 12 in 2013—which allowed for lower penalties than the trafficking statute. Also, 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.



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; train officials on identification and referral procedures; investigate and prosecute officials suspected of complicity in human trafficking; ensure victims within Sri Lanka are not detained or otherwise penalized for unlawful acts committed as a direct result of having been subjected to human trafficking, such as migration violations or prostitution; train officials on the definition of human trafficking in reference to the provisions of penal code article 360(c) and the differences between trafficking and non-trafficking crimes such as smuggling and prostitution; promote safe and legal migration rather than imposing discriminatory policies; 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 government decreased its law enforcement efforts to address human trafficking. Sri Lanka prohibits all forms of 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 initiated investigations of 20 trafficking cases in 2014, the same number investigated in 2013. The government reported 10 prosecutions in 2014 under Article 360(c) and the procurement statute, which criminalizes procuring a person to become a prostitute and carries lesser penalties than Article 360(c). As the government did not disaggregate this number, it is not possible to discern whether there has been an increase in prosecutions as compared with 2013, in which there was one prosecution under Article 360(c) and 10 under the procurement statute. Sri Lankan courts did not convict any traffickers under Article 360(c) in 2014. Authorities convicted one trafficker under the procurement statute, compared with 12 in 2013. The offender was sentenced to two years' imprisonment and ordered to pay a fine of 15,000 Sri Lankan rupee ($114). The government's reliance on procurement charges and the absence of prosecutions under the trafficking statute resulted from police not thoroughly investigating potential human trafficking cases for elements of force, fraud, or coercion.

Official complicity in trafficking offenses remained a problem. There were allegations police and other officials accepted bribes to permit brothels to operate; some of the brothels exploited trafficking victims. Many recruitment agencies were alleged to be politically connected. Some sub-agents worked with officials to procure forged or modified documents, or genuine documents with falsified data, to facilitate travel abroad. Despite these reports, the government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offences.

PROTECTION

The government made limited progress in protecting victims of trafficking. The police and the National Child Protection Authority (NCPA) reported identifying 29 trafficking victims, a decrease from 50 in 2013. A government-run shelter, dedicated in 2012 for female trafficking victims, became operational in April 2014. 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 transit shelter provided medical, counseling, and protection services. The government did not have other specialized care available to female trafficking victims and did not have any specialized care services at all 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.

In October 2014, the cabinet approved standard operating procedures (SOPs) for the identification of victims and their subsequent referral to protective services. The government trained officials on these procedures during the reporting period, and the NCPA trained 140 of its officers based in divisional secretariats specifically on measures to identify potential child trafficking victims. However, officials' ability to ensure victims were not jailed or penalized for crimes committed as a direct result of being subjected to human trafficking remained impaired. For example, observers reported Sri Lankan authorities jailed and charged some sex trafficking victims for prostitution or immigration offenses. Some recruitment agencies reportedly threatened victims with retribution if they went to the police. The SOPs call for the consideration of protection mechanisms when victims testify in court; however, it is unclear if these provisions were used during the year. The government did not provide foreign victims with legal alternatives to deportation to countries where they might face hardship or retribution.

PREVENTION

The government made minimal progress in its efforts to prevent trafficking. The inter-ministerial anti-trafficking taskforce continued to meet monthly and updated its national action plan for 2014. The government organized trafficking awareness campaigns targeting employees of estates, factories, and schools, government officials, and the general public. The SLBFE maintained its ban on migration of females under age 23 for domestic work, increasing the likelihood such women would migrate illegally and face heightened risks to human trafficking. During the reporting period, SLBFE's legal division filed a total of 172 cases against illegal recruiters and recruitment agencies for fraudulent practices. The government did not have the ability to regulate sub-agents under the SLBFE, which officials recognized as a problem contributing to trafficking. The government did not report any efforts to reduce the demand for commercial sex acts or forced labor during the reporting period. The government provided anti-trafficking training to military personnel prior to their deployments abroad on international peacekeeping missions. The government provided anti-trafficking training or guidance for its diplomatic personnel. Sri Lanka is not a party to the 2000 UN TIP Protocol.

SUDAN: Tier 2 Watch List

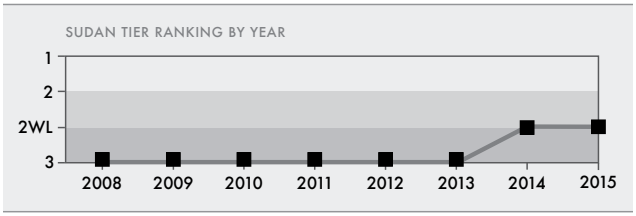
Sudan is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Internal trafficking occurs in Sudan, including in areas outside of the government's control. Sudanese women and girls, particularly those from rural areas or those who are internally displaced, and labor migrants and refugees are vulnerable to domestic servitude. There are an increasing number of street children from Sudan, South Sudan, Eritrea, and, in some instances, West Africa, some of whom are vulnerable to trafficking, including forced begging.

Sudanese girls are vulnerable to sex trafficking in restaurants and brothels. Government security forces recruited and used children as combatants and in support roles. In 2014, an international organization reported four children between the ages of 13 and 15 years were observed in Sudanese Armed Forces (SAF) uniforms carrying weapons. Non-governmental armed groups recruited and used children under 17 years old. In 2013, Sudanese children in Darfur and South Sudan were forcibly recruited as child soldiers and used by various armed groups, including the Sudan People's Liberation Movement-North. In 2014, the whereabouts of these children could not be confirmed. Artisanal gold mining continued in Darfur without regulation, some of which was undertaken with forced child labor. One advocacy group reported inter-tribal ethnic clashes over control of mines resulted in an increase in the use of child laborers.

Migrants, including some refugees and asylum seekers from East and West Africa, South Sudan, Syria, and Nigeria smuggled into or through Sudan are highly vulnerable to exploitation. Eritrean nationals are abducted from Sudan-based refugee camps or at border crossings, while some are willingly smuggled out of Eritrea and are subsequently extorted for ransom money and brutalized by smugglers, many of whom are linked to the Rashaida tribe; some are forced to perform domestic or manual labor. Some refugee and asylum seeker abductees are increasingly taken from Khartoum, where they endure severe abuses and are subjected to forced labor or transferred to other countries for similar purposes. Ethiopian, Eritrean, and Filipina women are subjected to domestic servitude in Sudanese homes. Bangladeshi adults migrate legally to Sudan for work in factories, where some are subjected to forced labor. East African and possibly Thai women are subjected to forced prostitution; agents recruit women from Ethiopia with promises of employment as domestic workers, with the intent to force them into prostitution in brothels in Khartoum.

Sudanese women and girls are subjected to domestic servitude and sex trafficking abroad. 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. Sudanese criminal gangs falsely promise Sudanese nationals jobs in Libya, but sell them to Libyans who force them to work in agriculture. Corruption and bribery among Sudanese government authorities create obstacles in capturing, prosecuting, and holding traffickers in detention. It was reported that Sudanese police and border guards allegedly facilitate abductions of Eritrean nationals, some of whom are trafficking victims, and allow potential victims to be transported across security checkpoints or international borders without intervention. In October 2014, a prison guard was charged with facilitating the escape of a convicted trafficker. Some officials are reportedly involved in child prostitution rings and profit from such crimes.

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. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period. Therefore, Sudan is placed on Tier 2 Watch List. In 2014, the government increased its efforts to publicly address trafficking and prevent the crime: it established a national anti-trafficking council; began drafting a national action plan against trafficking, smuggling, and kidnapping; hosted a regional conference to address trafficking and smuggling; acceded to the UN TIP Protocol; and engaged on regional initiatives to address human trafficking and regional migration. The government also designated special prosecutors to oversee trafficking cases and demonstrated increased cooperation with international agencies working to combat trafficking. Nevertheless, it continued to deny the existence of forced labor, sex trafficking, and recruitment of child soldiers by government security forces. The government did not always clearly distinguish human trafficking, which involves reducing or holding someone in compelled service, as distinct from other crimes, such as smuggling, kidnapping, and organ harvesting. The government supported a safe house operated by an international organization that provided protection to trafficking victims. However, it did not proactively identify or provide adequate protection to trafficking victims, and victims continued to be penalized for unlawful acts committed as a direct result of being subjected to trafficking.



RECOMMENDATIONS FOR SUDAN:

Implement the anti-trafficking law to increase prosecutions and convictions of traffickers, including officials complicit in trafficking crimes and child soldiering; harmonize national- and state-level anti-trafficking legislation; establish federal anti-smuggling legislation, as distinct from the anti-trafficking law, and train law enforcement authorities on how to distinguish trafficking cases from other crimes and ensure trafficking victims are not prosecuted for involvement in these crimes; develop and implement a national anti-trafficking action plan; criminalize child prostitution in the absence of coercion, and amend the anti-trafficking law to include a definition of exploitation and exclude the requirement to prove gain or advantage to the trafficker; prevent the recruitment of child soldiers by any group and demobilize all child soldiers from the ranks of government forces, aligned militias, and rebel groups and provide them access to protective services; proactively identify and provide protective services to trafficking victims among vulnerable populations, such as domestic workers, women and children in prostitution, refugees and asylum seekers, foreign migrants, and Sudanese nationals abroad; establish and implement procedures for law enforcement officials to identify trafficking victims and refer them to appropriate assistance; continue to work with international organizations to provide adequate protective services, including shelter, to victims; allow victims protective services regardless of their participation in the investigation of their trafficker, and ensure physical protection and translation services to victims willingly participating in these investigations; institute regular anti-trafficking training for relevant government officials and Sudanese diplomats overseas; amend the Law of 1955 Regarding Domestic Servants to provide additional rights and protections for domestic workers; proactively identify, retrieve, and reintegrate abductees who remain in situations of enslavement; and develop community-based approaches to prevent trafficking by addressing the factors that motivate perpetrators to commit trafficking crimes.

PROSECUTION

The government increased its anti-trafficking law enforcement efforts; however, it continued to lack effective implementation

of anti-trafficking legislation. The government did not maintain comprehensive data on law enforcement efforts or make such information publicly available; however, to improve data collection, the government began in 2014 to require states to report trafficking statistics to Khartoum on a regular basis. The anti-trafficking law, enacted in March 2014, 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. Contrary to international law, it does not prohibit child prostitution in the absence of coercion and fails to adequately define "exploitation." The Child Act of 2008 prohibits, but does not prescribe punishments for forced child labor, child prostitution, sex trafficking, and the recruitment of children under the age of 18 years into armed forces or groups; the act also includes provisions for the rehabilitation and reintegration of child victims. The Sudan Armed Forces Act of 2007 prohibits members of the armed forces from recruiting children younger than 18 years, enslaving civilians, or coercing civilians into prostitution; the government has never used this statute to hold military officials accountable. In July 2014, the government enacted a law raising the age of conscription into the Popular Defense Forces from 16 to 18 years and establishing 18 years old as the minimum age for joining the national reserve service and the national service. Law enforcement and judicial officials struggled with understanding and appropriately applying the national anti-trafficking law throughout the reporting period; thus, authorities utilized other legal frameworks carrying lesser penalties to punish trafficking offenders, such as state-level anti-trafficking legislation. In some instances, victims were penalized under immigration laws and authorities charged perpetrators of other crimes, such as smuggling, under the national trafficking law due to the absence of a federal law specific to the crime that was committed.

The government did not publish law enforcement statistics for human trafficking as distinct from other crimes, such as smuggling, kidnapping, or organ trafficking. The Ministry of Interior (MOI) reported it opened five trafficking cases in 2014 and eight cases in 2015 in Khartoum. UNHCR reported that, between January and April 2015, the government opened eight investigations into possible trafficking offenses in Kassala; all charges were made under Articles 7, 9, and 13 of the anti-trafficking law. During the reporting period, the government reported it conducted approximately 50 security operations targeting trafficking crimes. Authorities claimed to have rescued 374 vulnerable refugees, some of whom may be trafficking victims, but the government did not specify if any trafficking offenders were brought to justice as a result of the operations or if any of the individuals were prosecuted for immigration or other offenses. In November 2014, local media reported Sudanese authorities freed six Eritrean migrants in Eastern Sudan who were forcibly held and chained together by organized criminals; it was unclear if the migrants were victims of forced labor or sex trafficking. Government authorities reported efforts to investigate cases of organ harvesting. It is not clear that the victims of these crimes were subjected to forced labor or sex trafficking. Unlike previous years, the government prosecuted government officials complicit in human trafficking. In February 2015, the Ministry of Justice inaugurated a special prosecutor's office in Kassala state. The government also dedicated special prosecutors in Wad Medani and Khartoum to oversee trafficking cases. The government provided limited specialized anti-trafficking training to officials and continued to rely on international organizations to do so. The MOI reported training on anti-trafficking legislation was incorporated into general training for commissioned police officers, while non-commissioned officers were provided daily guidance on handling trafficking cases. In March 2015, 20 police officers assigned to the Khartoum trafficking in persons unit were trained on the links between trafficking and cyber-crimes; an additional 20 officials were scheduled to receive the same training in April 2015.

PROTECTION

The government demonstrated limited efforts to identify trafficking victims, though it supported international organizations to do so; however, the government continued to lack the full capacity to protect victims and relied heavily on international organizations and domestic groups for these services. The government did not report statistics reflecting its efforts to identify trafficking victims in 2014, and few care facilities were accessible to trafficking victims. It did not practice systematic procedures to identify trafficking victims among vulnerable populations, including refugees and asylum seekers, nor did it consistently utilize a formal referral mechanism to refer victims to protection services. Authorities continued to treat foreign victims as illegal migrants and failed to systematically screen them for trafficking. During the reporting period, the government arrested, detained, prosecuted, or deported trafficking victims among vulnerable populations for unlawful acts committed as a direct result of being subjected to human trafficking, such as immigration and prostitution violations. The government returned or deported to Eritrea registered refugees or asylum seekers, failing to screen them for trafficking. The Ministry of Labor's (MOL) Secretariat of Sudanese Working Abroad—the body responsible for supporting Sudanese migrant workers abroad—reportedly had an anti-trafficking section to repatriate abused workers from the Middle East; however, it did not report if it identified or assisted Sudanese forced labor victims working overseas.

The government supported a safe house operated by an international organization in Kassala state, which provided secure shelter, medical treatment, and psycho-social support; however, it was sometimes overcrowded and authorities did not allow all victims to freely leave. Moreover, government-appointed social workers in the safe house were unable to provide continuous psycho-social support. As of March 2015, this safe house sheltered 17 individuals, most of who were identified by an international organization as trafficking victims. In 2014, the MOI worked with an international organization and a local NGO to begin plans to establish a safe house for trafficking victims in Khartoum; formal plans to establish this assistance were still in discussion at the end of the reporting period. The government, however, did not provide formal support to other safe houses operated by some community associations that assisted vulnerable groups, including trafficking victims.

In 2014, the National Council for Children and Women (NCCW) established a National Coordinating Committee for Combating and Preventing Child Trafficking, headed by the Secretary General of NCCW; it includes representatives from more than 10 government ministries, international NGOs, and international organizations. Investigative authorities sometimes pressured trafficking victims to cooperate in the investigations of their traffickers, thereby making their stay in protection facilities contingent on their cooperation. Some victims' participation in investigations caused

their traffickers to retaliate against them, but authorities did not promise victims protection from such harm. The government did provide legal alternatives to the removal of foreign victims to countries where they would face hardship or retribution. The Law of 1955 Regarding Domestic Servants outlined a process for employing and registering domestic workers and provided limited labor rights and protections for them; however, few—if any—domestic workers were registered and protected under the law.

PREVENTION

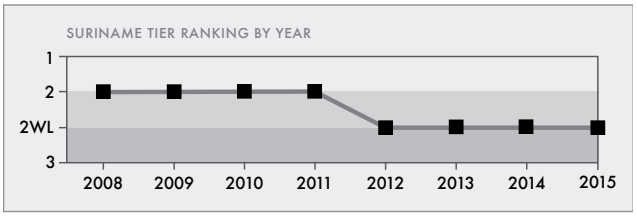
The government made limited improvements to prevent trafficking. It continued to publicly acknowledge the existence of cross-border trafficking in Sudan through media outreach and cooperative efforts with foreign diplomatic missions and international organizations; however, it continued to deny that forced labor, sex trafficking, and recruitment of child soldiers occurred in the country. The government formed a National Committee to Combat Trafficking to coordinate inter-ministerial anti-trafficking efforts; it met for the first time in October 2014. In partnership with international organizations, the council began drafting a national action plan to implement the anti-trafficking law and address human trafficking, kidnapping, and smuggling. In October 2014, the government hosted a regional anti-trafficking and smuggling conference in Khartoum for governments in the Horn of Africa; during the conference, it signed bilateral border management and intelligence-sharing agreements, which included combating trafficking, with a number of African countries. Beginning in November 2014, the government also participated in an international initiative, which was aimed at combating trafficking and smuggling of migrants between the Horn of Africa and Europe. The government announced in October 2014 it would launch an inter-agency high-level coordination mechanism to review implementation of international labor law standards to address child labor problems. An international organization reported the MOL increased its monitoring of labor recruiters seeking Sudanese to work abroad, yet it was unclear what policy measures the MOL put in place—if any—to prevent exploitation of this group. Likewise, lack of capacity and poor access to conflict areas hindered the MOL's ability to identify or address forced labor violations in the country or punish employment agencies for labor violations.

The government continued to deny recruitment of child soldiers. The SAF's Child Protection Unit continued to lead efforts to work with international organizations on child protection issues, including preventing the recruitment of child soldiers. Various other government entities were also mandated to address the recruitment of child soldiers, but lacked the financial resources or capacity to effectively carry out their mandates in this regard. In addition, the Ministry of Education worked with an international organization to establish schools and develop initiatives to keep children in school to deter child recruitment by armed groups in Darfur. In February 2015, the government hosted a workshop organized with international organizations and NGOs on implementing standards for child protection, including children associated with armed conflict or armed groups. International organizations, however, reported cooperation with the government on disarmament and demobilization programming remained challenging due to the government's limited resources. Sudan's Disarmament, Demobilization, and Reintegration Commission remained a weak entity that lacked capacity and financial resources to carry out its mandate. Because the government continued to deny commercial sex and forced labor existed in Sudan, it did not make efforts to reduce the demand for commercial sex acts and forced labor, nor did it raise awareness of child sex tourism. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. Sudan acceded to the 2000 UN TIP Protocol in December 2014.

SURINAME: Tier 2 Watch List

Suriname is a source, transit, and destination country for women and children subjected to sex trafficking and men, women, and children subjected to forced labor. Reported trafficking cases in Suriname's remote jungle interior—which constitutes approximately 80 percent of the country—increased in recent years; limited government presence in the interior renders the full scope of the problem unknown. Women and girls from Suriname, Guyana, Brazil, and the Dominican Republic are subjected to sex trafficking in Suriname—including in remote and illegal gold mining camps in Suriname's interior. Migrant workers in agriculture and on fishing boats off Suriname's coast are highly vulnerable to forced labor, as are children working in gold mines and informal urban sectors. Chinese immigrants are subjected to sex and labor trafficking in Suriname, including in the mining, service, and construction sectors. Surinamese women in neighboring countries and territories engage in prostitution and may be vulnerable to sex trafficking. Traffickers from Suriname exploit victims in the Netherlands. Trafficking victims may transit Suriname's remote interior to bypass official checkpoints. Government corruption and possible local official complicity in trafficking crimes impede anti-trafficking efforts.

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. Working-level officials—primarily police and prosecutors—continued to investigate and prosecute trafficking cases and referred more victims to assistance than in 2013. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Suriname is placed on Tier 2 Watch List for a fourth 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. Senior government officials made limited anti-trafficking efforts. The government devoted insufficient resources to support law enforcement efforts or adequately assist victims. It failed to open a proposed government shelter for female and child victims. Interagency coordination suffered from continuing delays in the establishment of a new interagency anti-trafficking structure.



RECOMMENDATIONS FOR SURINAME:

Provide adequate long-term shelter to male and female trafficking victims of all ages and open the proposed government shelter

for child and women victims; increase resources to the police anti-trafficking unit; vigorously investigate and prosecute trafficking offenses and convict and punish traffickers, including officials complicit in human trafficking; improve interagency communication by establishing a new interagency oversight structure; increase efforts to identify trafficking victims, including victims of forced labor in the interior; strengthen and sustain partnerships with NGOs to identify victims and provide protective services; fund and implement the national strategy to combat trafficking; provide additional training to law enforcement, immigration, health care, labor, and judicial officials and social workers to better identify and protect victims; and increase efforts to raise awareness of trafficking.

PROSECUTION

The government sustained law enforcement efforts. Suriname prohibits all forms of human trafficking through a 2006 criminal code amendment, prescribing penalties of five to 20 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Police reported investigating 11 potential sex trafficking cases and four potential forced labor cases involving 29 suspects; this represents an increase from five cases of child sex trafficking and zero cases of forced labor investigated in 2013. The prosecutor's office reported initiating prosecutions of 10 trafficking suspects in 2014 compared with seven prosecutions in 2013. The government convicted 10 sex traffickers in 2014, compared with eight in 2013; there were no forced labor convictions. Sentences for convicted traffickers ranged from one to nine years' imprisonment. The government allocated insufficient resources to conduct investigations in the country's interior. Police operated a specialized 13-person anti-trafficking unit charged with investigating cases, but staff required additional training. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government increased identification of trafficking victims, but provided victims inadequate assistance. Police reported identifying 17 potential victims of sex trafficking and 42 victims of forced labor (including some victims from China and Guyana) compared with four potential trafficking sex victims in 2013. Police reported providing identified victims basic assistance including food, medical care, counseling, and short-term shelter. Without adequate financial support, police shouldered responsibility for providing basic services to victims and referred them to short-term shelters for victims of domestic abuse. NGOs provided shelter and services to child trafficking victims; however, police placed some child victims in juvenile detention facilities. Suriname lacked specialized, long-term shelters for adult trafficking victims, and victim protection services for adults and children were inadequate. In 2013, the Ministry of Social Affairs launched a process to open a government-run shelter for child and women trafficking victims, but this shelter remained unopened at the close of the reporting period. The government did not report what funding—if any—it provided to NGO shelters or for victim assistance. The government did not sponsor any specific programs to facilitate victims' reintegration, such as a witness protection program or long-term psychological counseling. The government had no specialized mechanism to provide foreign victims with alternatives to their removal to countries where they faced retribution or hardship. After a trafficking court case concluded, foreign victims could 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. Victims had the option of pursuing civil suits against their traffickers, but no such cases were reported. Authorities employed some formal procedures to identify victims, though health care workers did not screen for trafficking indicators among persons in prostitution, and victim identification in the interior was limited.

PREVENTION

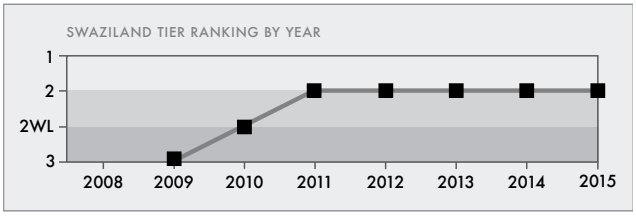
The government decreased prevention efforts. The government did not report progress on its efforts to implement Suriname's 2014-2018 roadmap to combat trafficking. The interagency anti-trafficking working group, active since 2003, consisted of representatives from six government agencies and one NGO. The working group was not effective in coordinating anti-trafficking efforts. The government announced plans to establish a new interagency structure to oversee anti-trafficking efforts and disband the existing working group in December 2014; this new structure was not in place at the end of the reporting period. The police anti-trafficking unit held awareness sessions on radio and television and placed ads in newspapers warning potential victims of fraudulent job offers. The anti-trafficking police maintained a hotline, although it did not receive any calls during the year. The government made no efforts to reduce the demand for commercial sex acts or forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

SWAZILAND: Tier 2

Swaziland is a source, destination, and transit country for men, women, and children subjected to sex trafficking and forced labor. Swazi girls, particularly orphans, are subjected to sex trafficking and domestic servitude, primarily in Swaziland and South Africa. 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. Traffickers reportedly force Mozambican women into prostitution in Swaziland, or transit Swaziland *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 conducted nine investigations, an increase from three the previous year, and initiated prosecution of an internal child sex trafficking case. Nonetheless, the government did not obtain a conviction during the reporting period. The government continued to assist victims with basic necessities such as food, clothing and shelter, toiletries, counseling, and medical care in collaboration with NGOs.

It provided repatriation assistance to one Swazi national, and the police cooperated with South African counterparts in the investigation of transnational trafficking cases. The anti-trafficking taskforce and its secretariat continued to effectively guide anti-trafficking efforts in 2014 and increased awareness-raising efforts, introducing a bi-monthly newspaper column and radio program to educate the public on trafficking.



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 for the 2010 anti-trafficking act's victim protection and prevention provisions; vigorously investigate and prosecute trafficking offenses, including domestic 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; ensure victim identification is not tied to the successful prosecution of a trafficker; institutionalize training of officials, particularly police, prosecutors, and judges, 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; establish a unified system for collecting trafficking case data for use by all stakeholders; and conduct anti-trafficking public awareness campaigns, particularly in the rural areas.

PROSECUTION

The government maintained modest anti-trafficking law enforcement efforts. Section 12 of the People Trafficking and People Smuggling (Prohibition) Act, 2009, which became effective in 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 trafficking of children, which 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.

The government investigated nine suspected trafficking cases, and initiated one prosecution; however, it did not obtain any convictions during the reporting period. The government frequently confused crimes involving transnational movement with trafficking offenses. In April, 2014 the High Court of Swaziland closed one prosecution, initiated in February 2013, in which it was unable to convict two suspected traffickers for allegedly coercing a Nigerian woman to sell goods under conditions indicative of forced labor; the accused were released, although one person was charged with assault. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

During the reporting period, the secretariat conducted a series of trainings for the police and labor inspectorate, including victim identification and care procedures, as well as training to improve communication and cooperation between officials. Additionally, two part-time instructors continued to provide anti-trafficking training at the police college for all in-service and pre-service police officers during the reporting period. In partnership with Mozambican and South African authorities, the government continued its collaborative work on cross-border issues, including human trafficking. During the reporting period, the police cooperated with South African counterparts in the investigation of transnational trafficking cases.

PROTECTION

The government sustained modest efforts to protect trafficking victims. The government identified and sheltered one victim during the reporting period in a secure witness protection facility. The police reported other potential victims were likely identified during the reporting period, but could not confirm any information on this. The government provided victims with basic necessities such as food, clothing and shelter, toiletries, counseling, and medical care in collaboration with NGOs. The government utilized the equivalent of $700 from a victim assistance fund for these services. The government repatriated one Mozambican child during the reporting period.

The government developed guidelines to be used by all front-line officers to assist in the proactive identification and treatment of victims; however, these guidelines were not distributed to all relevant officials during the reporting period. Although the government, in partnership with UNODC, continued its development of a national victim referral mechanism and standard operating procedures for the management of trafficking cases, it continued to lack systematic procedures for their referral to care. There were no reports the government detained, fined, or jailed victims for unlawful acts committed as a direct result of being subjected to trafficking. During the reporting period, the immigration department initiated drafting of proposed amendments to the immigration act to provide immunity from prosecution to victims and witnesses of trafficking, to conform that law to the provisions of the People Trafficking and People Smuggling (Prohibition) Act, and to create a renewable permit specific to trafficking victims allowing them to remain in Swaziland for up to two years.

PREVENTION

The government maintained modest efforts to prevent trafficking through awareness campaigns; however, public awareness in rural areas remained a concern. The government continued implementation of its national action plan through ongoing collaboration between government and non-governmental organizations. 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. The secretariat conducted public awareness activities at the Swaziland international trade fair, targeting traditional leaders, students, young women, and parents with information on preventing child trafficking and how to report

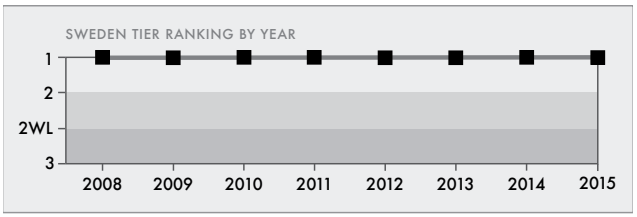
suspected cases. Additionally, the secretariat conducted sessions on human trafficking at schools with the assistance of teachers and police officers and, through a new border campaign, placed posters at the various land borders and Mbabane airport to raise trafficking awareness. Swazi officials also presented messages on television and radio to raise awareness on human trafficking. The government's anti-trafficking hotline continued to receive tips on potential cases; it received more than 100 calls and a total of seven potential trafficking tips during the reporting period.

The government concluded its establishment of a child labor unit within the Ministry of Labor and Social Security and specifically designated three investigators during the reporting period. The labor ministry conducted more than 3,000 labor inspections in 2014, which resulted in the identification of two alleged violations of child labor prohibitions, one in domestic service and the other in retail trade; however, these cases remained under investigation at the end of the reporting period. The government did not report any progress on the initiated prosecution of a labor broker who was alleged to recruit workers through fraud and charge excessive fees, or on the proposed amendments to the Employment Act to include regulation of labor brokers from the previous reporting period. The government did not make efforts to reduce the demand for sexual or forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel.

SWEDEN: Tier 1

Sweden is a destination and, to a lesser extent, source and 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 sex trafficking largely originate from Eastern Europe, Africa, Asia, and—to a lesser extent—Western Europe. Identified and suspected victims of labor trafficking, who largely originate from Bulgaria, Romania, and Cameroon, face exploitation in the domestic service, hospitality, construction, agricultural, and forestry sectors. Victims of forced begging and stealing originate primarily from Romania and Bulgaria. More than 7,000 unaccompanied foreign children documented in Sweden in 2014, primarily from Afghanistan, Syria, Somalia, and Eritrea, are vulnerable to human trafficking. A study found between 4,000 and 5,000 Swedes commit child sex tourism offenses while traveling abroad. Swedish women and girls are also vulnerable to sex trafficking within the country.

The Government of Sweden fully complies with the minimum standards for the elimination of trafficking. During the reporting period, Swedish authorities launched significantly more labor trafficking investigations and took innovative steps to combat exploitation in begging and berry picking. However, very few investigations resulted in prosecutions for trafficking offenses. Sweden continued to lack a national mechanism to identify and refer victims to care and did not provide specialized housing to adult male victims. National coordination against trafficking was based on a 2008-2010 action plan that did not address labor exploitation. The government, however, initiated an inquiry in September 2014 aimed at evaluating Sweden's trafficking laws and how legal authorities should handle trafficking cases.



RECOMMENDATIONS FOR SWEDEN:

Vigorously prosecute and convict labor and sex traffickers using Sweden's anti-trafficking statute; establish a mechanism to identify and provide assistance to all victims, including those who are not participating in a criminal case; adopt an updated national action plan that incorporates labor exploitation; strengthen efforts to identify and provide trafficking-specific assistance to child trafficking victims in Sweden, including Swedish victims; provide specialized housing to adult male victims; train judges on the application of the anti-trafficking law; inform victims of Sweden's reflection period; increase victims' access to compensation; raise awareness of labor trafficking; and vigorously prosecute Swedish child sex tourism offenders.

PROSECUTION

The government demonstrated mixed law enforcement efforts. Sweden's 2002 anti-trafficking law prohibits both sex trafficking and forced labor and prescribes penalties of two to 10 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Police investigated 31 sex trafficking cases in 2014, compared with 40 in 2013. Authorities prosecuted and convicted one individual for sex trafficking, who was sentenced to four years' imprisonment. Police investigated 62 cases of forced labor in 2014, 13 of which were cases of forced begging, compared with 38 forced labor cases in 2013. Two individuals were prosecuted for labor trafficking and found not guilty. There were only two trafficking convictions from 2013 to 2014. Observers in Gothenburg reported authorities routinely charged trafficking suspects with crimes carrying lesser penalties than Sweden's trafficking law, leading to sentences that were not proportionate or dissuasive. Observers reported many judges did not fully understand trafficking, particularly how a victim's initial consent did not override subsequent coercion. The national rapporteur for trafficking began lecturing at the judicial academy, although observers reported many judges lacked interest in receiving this training for fear that this might compromise their independence and impartiality. Swedish authorities collaborated with foreign governments on transnational investigations. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government demonstrated some progress in victim protection efforts. Authorities identified approximately 31 victims of sex trafficking and 63 victims of forced labor and forced begging; 14 of these victims were children. Sweden did not have a national mechanism to identify victims and refer them to care. GRETA found identification largely depended on victims' willingness and ability to meet with police and provide evidence to start a criminal investigation. Adult female victims of trafficking could receive services at general women's shelters, which were primarily operated by NGOs with public and private funding. These shelters

offered victims assistance with immigration issues, medical care, and educational and employment needs. Authorities referred child victims to social services officials, who placed child victims in foster care or group housing. The government, however, provided no specialized shelter for male victims of trafficking. Municipalities reimbursed NGOs that provided services to victims who had received a residence permit for cooperating with police. Municipalities also reimbursed NGOs for some of the victims who did not have a residence permit. The government provided medical care and assistance with repatriation for victims not assisting law enforcement. The Aliens Act entitles victims to a 30-day reflection period to recover and contemplate cooperation with law enforcement; however, because only an investigating officer could file this application, only the victims willing and able to immediately provide evidence to law enforcement were able to receive temporary residency. Forty-eight trafficking victims cooperating with an investigation received a six-month residence permit in 2014. State prosecutors had the power to file applications for permanent residence permits on behalf of victims during or after trials based upon need of protection, such as in cases in which victims would face retribution in their countries of origin; the Migration Board did not issue any permanent residence permits in 2014, compared with two in 2013. No victims received compensation through Swedish courts in 2014. GRETA referenced reports of Swedish authorities deporting irregular migrants who had been subjected to trafficking without identifying them as potential victims, despite the presence of trafficking indicators. Observers reported foreign victims who were not ready to provide evidence to law enforcement were quickly removed from Sweden; GRETA reported concern that expedited removal did not permit adequate risk assessments of repatriating victims.

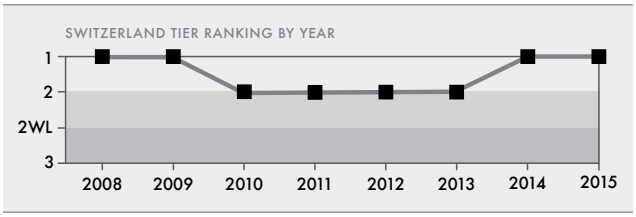
PREVENTION

The government increased prevention efforts. Sweden continued to implement some items from its 2008-2010 plan addressing prostitution and sex trafficking, and in September 2014, it initiated an inquiry to evaluate its trafficking laws and how legal authorities should handle trafficking cases. The government extended the mandate of a national coordinator to 2016. The national rapporteur, housed in the national police, continued to provide an annual report of the trafficking situation and the government's progress. GRETA reported NGOs did not participate in policy formulation or coordinating structures. Authorities put increased focus on forced begging through a national study and appointment of a national coordinator on begging. The government implemented a new minimum wage for employed berry pickers, who were notably vulnerable to exploitation in recent years. The government continued to fund a national helpline to assist victims and public authorities seeking guidance. Awareness-raising campaigns focused on sex trafficking rather than forced labor, criminality, or begging. The government continued to conduct activities to reduce the demand for commercial sex. Sweden's law prohibiting child sexual offenses has extraterritorial reach, allowing the prosecution of suspected child sex tourists for offenses committed abroad; no Swedish citizens were prosecuted for committing child sexual offenses abroad in 2014. The government provided anti-trafficking training or guidance for its diplomatic personnel. The government trained military personnel to recognize and prevent trafficking in persons prior to their deployment abroad on international peacekeeping missions.

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 men, women, and children subjected to forced labor, including forced begging and criminal activities. Trafficking victims originate primarily from Central and Eastern Europe—particularly Romania, Hungary, and Bulgaria—though victims also come from Asia (Thailand and China), Latin America (Brazil and the Dominican Republic), and Africa (Nigeria and Cameroon). Forced labor exists in the domestic service sector and increasingly in agriculture, catering, construction, and tourism.

The Government of Switzerland fully complies with the minimum standards for the elimination of trafficking. During the reporting period, the government expanded funding opportunities for organizations combating trafficking and supported efforts to increase access to services for male trafficking victims. A government-supported NGO assisted the most victims in its history, and authorities provided more victims with short- and long-term residency options to assist recovery and provide protection from hardship. Authorities continued to convict sex traffickers, though law enforcement action did not focus as heavily on labor trafficking, and many convicted traffickers did not receive prison sentences commensurate with the crime committed. Officials did not consistently identify and protect victims among vulnerable populations, particularly asylum applicants, children in forced begging, and individuals in prostitution.



RECOMMENDATIONS FOR SWITZERLAND:

Increase the number of convicted traffickers who receive sentences commensurate with the severity of the crime; amplify training on and enforcement of labor trafficking laws, including laws covering forced begging and forced criminal activities; develop and implement a current national action plan; provide specialized care for trafficking victims seeking asylum; enhance trafficking-specific services for children and male victims; 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 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 sustained law enforcement efforts. Switzerland prohibits all forms of trafficking through Articles 182 and 195 of the Swiss penal code, with penalties of up to 20 years' imprisonment, which are commensurate with those prescribed for other serious crimes, such as rape. The government did not disaggregate data on law enforcement efforts between sex trafficking and forced labor. In 2014, authorities investigated 300 cases of human trafficking, compared with 396 in 2013. The government initiated prosecutions

of 51 defendants under Article 182 and 77 defendants under Article 195 in 2013—the most recent year comprehensive government data were available—compared with 71 under Article 182 and 130 under Article 195 in 2012. In 2013, authorities reported 12 convictions under Article 182 and 21 convictions under Article 195, compared with 13 and 17, respectively, in 2012. Some traffickers were convicted under both Articles 182 and 195. Only 22 of the 33 convicted traffickers were sentenced to prison in 2013, with terms ranging from 183 days to 13 years. Switzerland has only ever recorded two convictions for forced labor, despite an increasingly larger number of forced labor victims receiving assistance from NGOs. A study found punishment for traffickers in Switzerland tended to be low compared to other serious crimes. In June 2014, a court convicted 10 individuals for trafficking at least 23 women in brothels in Switzerland. In this case, one trafficker received 32 months' imprisonment, one received 21 months' imprisonment, and six received 12 to 32 months' imprisonment; however, most of the prison sentences were suspended. Additionally, nine of the ten perpetrators received monetary fines. Both the prosecutor and the defendants submitted appeals.

In August 2014, an appellate court confirmed the November 2013 conviction of a former city council member for forced prostitution, but cleared him of the charge under the trafficking statute; the court sentenced him to two years' imprisonment. Since November 2013, Zurich authorities have investigated at least five Zurich police officers who allegedly warned businesses engaged in prostitution of upcoming police checks; the investigations were still ongoing at the close of the reporting period. In 2014, authorities provided training to law enforcement officials on victim identification and communication, as well as seminars on forced begging and theft, screening unaccompanied children, and labor exploitation in the restaurant and catering industry. Experts noted some cantons did not have adequate resources or experience to investigate and prevent illegal prostitution and human trafficking.

PROTECTION

The government made progress in victim protection efforts. Trafficking victims were entitled to shelter, free medical aid, living stipends, and psychological, social, and legal assistance from government-funded victim assistance centers. Two government-supported NGOs offered specialized shelter for female victims. Authorities placed male victims in assistance centers, hotels, or NGO-operated shelters for men. Two cantons maintained counseling centers for male victims of violence, including trafficking. The federal and cantonal governments allocated a combined 1.14 million francs ($1.17 million) to the country's primary anti-trafficking NGO in 2014. Beginning in 2014, federal authorities received grant applications from public and private Swiss organizations for counter-trafficking programs; authorities could disburse up to 400,000 francs ($412,000) total through these grants.

A leading NGO reported assisting victims in 226 trafficking cases in 2014—the most ever assisted, compared with 198 in 2013. Forty-five of the 64 newly identified victims assisted investigations or prosecutions in 2014, compared with 45 of the 51 newly identified victims in 2013. Cantonal immigration offices granted a three-month reflection period—a time to rest and consider whether to participate in an investigation—to 25 victims and issued 52 short-term residence permits to victims for the duration of legal proceedings against their traffickers in 2014, compared with 23 reflection periods and 44 short-term residence permits issued to victims in 2013. The government also granted 19 victims long-term residence permits on personal hardship grounds, an increase from 12 victims in 2013. Some victims received restitution payments from their traffickers following their convictions. Observers found trafficking victims in asylum proceedings were not referred to care; in October 2014, authorities provided training to personnel working at asylum centers. A February 2015 UN report stated specialized services for children, including safe accommodation, were not available in all cantons, law enforcement often failed to identify child victims, and children forced to beg or steal were often not regarded as victims. Experts reported authorities deported some victims despite criminal proceedings having been launched on the basis of information the victims provided. Additionally, authorities were reported to have deported victims who provided unclear statements, which experts assess was due to their psychological trauma. Observers found some sex trafficking victims were penalized for prostitution violations prior to their identification as victims.

PREVENTION

The government made progress in prevention activities. A specialized unit within the federal police coordinated national efforts, including anti-trafficking policy, information exchange, cooperation, and training. In November 2014, this unit organized the first national meeting of the heads of the cantonal roundtables focused on trafficking to exchange information best practices. The government did not have a replacement for the 2012-2014 national action plan, which expired in 2014 with some actions not yet implemented. Experts noted the lack of a national database on prostitution and human trafficking crimes and victims hindered national coordination and policymaking. Several cantons launched public awareness campaigns. 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 provided anti-trafficking training or guidance for its diplomatic personnel. Swiss authorities launched two investigations of Swiss nationals engaging in child sex tourism. The government did not take action to reduce the demand for commercial sex acts or forced labor.

SYRIA: Tier 3

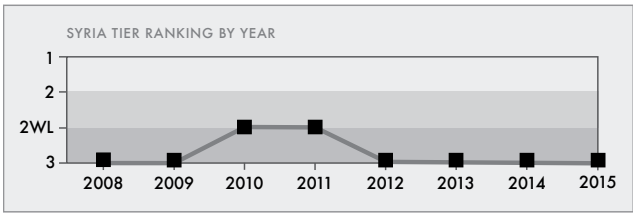
The situation in Syria continues to deteriorate as the civil war continues and sub-state armed groups of varying ideologies control wide swathes of the country's territory. Incidents of human trafficking have increased and trafficking victims remain trapped in Syria, particularly as the designated terrorist organization, the Islamic State of Iraq and the Levant (ISIL)—also known as the Islamic State of Iraq and Syria (ISIS), the Islamic State (IS), or *Daesh* in Arabic—took control of the eastern governorates of Raqqa and Dayr al-Zawr. Approximately half of Syria's pre-war population has been displaced; nearly four million have fled to neighboring countries and roughly 7.6 million are internally displaced. Syrians, including those that remain in the country and refugees in neighboring countries, remain highly vulnerable to trafficking.

Syria is a source and destination country for men, women, and children subjected to forced labor and sex trafficking. Syrian children displaced within the country continue to be subjected to forced labor, particularly by organized begging rings. Multiple sources report ISIL continues to force local Syrian girls and

women in ISIL-controlled areas into marriages with its fighters. ISIL has also abducted thousands of Yezidi women and girls from Iraq and forcibly brought them to Syria to sell in human trafficking rings or to provide to fighters where they experience forced marriage, domestic servitude, systematic rape, and sexual violence. Following the February 2015 ISIL incursion into Assyrian villages in the northwestern province of Hasaka, ISIL captured up to 30 Assyrian Christian women and forced them into sexual slavery. In December 2014, ISIL publicly released guidelines on how to capture, forcibly hold, and sexually abuse female slaves, including girls. Pro-government forces, armed opposition groups, and ISIL continue to forcibly recruit and use Syrian children as soldiers, human shields, and executioners, as well as in support roles. The Syrian army and its pro-regime militias forcibly recruit boys, some as young as 6 years old; in Aleppo, government forces used children as part of coordinated military operations to locate armed groups prior to attacks; children are paid to act as informants, exposing them to retaliation and extreme punishment. ISIL actively deploys children in hostilities, including coercing children to behead Syrian regime soldiers and using them in combat roles during the assault on Kobane in late 2014; it has deliberately targeted children for indoctrination and used schools for military purposes, endangering children and preventing their access to education. ISIL has established training camps where it instructs children, nicknamed "Cubs of the Caliphate," to operate weapons and be deployed as suicide bombers. Armed groups, including Ahrar Al-Sham and Jabhat Al-Nusra, have targeted women and children to be taken as hostages for use in prisoner exchanges. Kurdish Yekineyen Parastina Gel (YPG) forces are reported to have abducted children and accepted them into its ranks to be used in active hostilities, despite an international commitment to the contrary. Kurdish Democratic Union Party (or PYD, using its popular acronym)-affiliated Kurdish "asayish" security forces reportedly captured unknown numbers of men and women between the ages of 18 and 30 at checkpoints and from residences in Darbasiyah and other Kurdish areas and compelled them to fight for the YPG, and all female YPJ forces, under duress. The media reported instances in which the Iranian government recruited primarily Shia men from the Afghan expatriate community in Iran to fight in Syria, ostensibly to defend Shia shrines, in exchange for $500 a month, Iranian residency, and in some cases, dismissal of criminal sentences in Iran. Migrant workers and undocumented migrants in Iran are often subject to harsh treatment with few or no legal remedies, which can make them vulnerable to trafficking. Some foreigners, including migrants from Central Asia, children, and western women, are reportedly forced, coerced, or fraudulently recruited to join extremist fighters, including ISIL in Syria; some of these foreigners may willingly join militants but are subsequently forced to remain in Syria against their will.

The Syrian refugee population is highly vulnerable to trafficking in neighboring countries, particularly Jordan, Lebanon, and Turkey. There have been reports of Syrian refugees forced into "temporary" marriages—for the purpose of prostitution and other forms of exploitation—by men from Jordan and the Gulf states. For example, in December 2014, Jordanian government officials investigated and referred for prosecution six individuals for forcing a 17-year-old Syrian female refugee into 21 "temporary" marriages—for the purpose of prostitution—to various foreign men over a two-year time period; she was also forced to undergo seven hymen reconstruction surgeries. Arab men reportedly visit refugee camps in Jordan in search of Syrian brides; most reports, however, remain second-hand and very few have been documented and corroborated by the Jordanian government or international organizations working with Syrian refugees. According to the media, prostitution rings of Syrian refugee women and girls have developed in Turkey and Lebanon, while the Lebanese police issued reports in 2014 detailing the sale of Syrian refugee women by local men. Syrian refugee children are increasingly engaged in street begging in Turkey, Lebanon, and Jordan, some of which may be forced; Syrian women and children begging in the streets in Yemen are highly vulnerable to forced labor and sex trafficking. Syrian gangs inside Lebanon force refugee men, women, and children to work in the agricultural sector in Lebanon's Beqaa Valley. Syrian adults are reportedly subjected to forced labor as low-skilled workers in Qatar and Kuwait. In 2014, an international organization reported Syrian nationals temporarily residing in Sudan preferred to travel through Libya *en route* to Italy with the use of smugglers; these Syrians could be at risk of trafficking along this route.

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 government, armed opposition forces and designated terrorist organizations such as ISIL. The government failed to ensure trafficking victims, including child soldiers, were not arrested, detained, and severely abused as a result of being subjected to human trafficking. The government did not investigate or punish trafficking offenders, including officials complicit in recruiting and using child soldiers, nor did it identify or protect any trafficking victims.



RECOMMENDATIONS FOR SYRIA:

Stop the forcible recruitment and use of child soldiers by government forces, government-associated militia, and—to the extent possible in a civil war—armed opposition forces, and designated terrorist organizations such as ISIL, and provide adequate protection services to demobilized children; ensure victims of trafficking, especially women and children, are not punished for crimes committed as a direct result of having been subjected to trafficking, particularly children forcibly recruited as soldiers by the regime, armed opposition and extremist groups; implement the anti-trafficking law through increased investigations and prosecutions of trafficking offenders, including officials complicit in the recruitment and use of child soldiers; proactively identify potential trafficking victims and provide them with appropriate protection services; provide training on human trafficking to all relevant officials; designate an official coordinating body or mechanism to facilitate anti-trafficking coordination among relevant ministries, 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 civil war continued to cause exacerbated, and contributed directly to human trafficking crimes to flourish throughout the country. 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. The government made no efforts to prosecute this crime. The government did not report investigating, prosecuting, or convicting suspected trafficking offenders, nor did it investigate, prosecute, or convict government officials complicit in human trafficking, including officials that forcibly recruited and used child soldiers in combat and support roles. The government did not provide anti-trafficking training for officials.

PROTECTION

The government did not identify or protect trafficking victims. The government failed to protect children from being forcibly recruited and used as soldiers, human shields, and in support roles by government forces and pro-government groups, armed groups, and terrorist organizations. Furthermore, the government subjected children, who were forcibly recruited and used by opposition groups, to arrest, detention, rape, torture, and execution for affiliation with these groups; the government made no efforts to exempt these children from punishment or to offer them any protection services. The government neither encouraged trafficking 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.

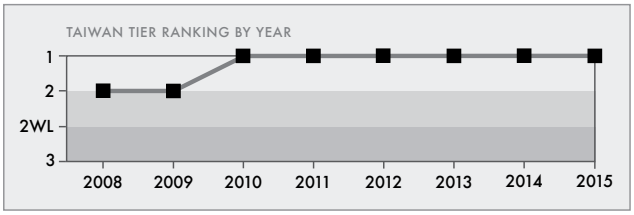
PREVENTION

The government did not prevent human trafficking; rather, the government's actions continued to result in human trafficking crimes. The government failed to implement measures to prevent children from being recruited and used as combatants and in support roles by government, government-affiliated armed groups, and by opposition and terrorist organizations. The government did not raise awareness of human trafficking among the general public or officials. The government did not report efforts to reduce the demand for commercial sex acts or forced labor, nor did it prevent child sex tourism abroad. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. Syria is not a party to the 2000 UN TIP Protocol.

TAIWAN: Tier 1

Taiwan is a destination for men, women, and children subjected to forced labor and sex trafficking and, to a much lesser extent, a source of men and women subjected to forced labor and sex trafficking. Most trafficking victims are migrant workers from Indonesia, the Philippines, Thailand, Vietnam, and to a lesser extent, mainland China and Cambodia. Most of Taiwan's over 550,000 migrant workers are hired in their home countries through recruitment agencies and brokers, some of whom are from Taiwan, to perform low-skilled work as home caregivers and domestic workers or in the farming, manufacturing, construction, and fishing industries. Some migrant workers are charged exorbitantly high recruitment fees, resulting in substantial debts used by brokers or employers as tools of coercion to obtain or retain their labor. After recruitment fee repayments are garnished from their wages, some foreign workers in Taiwan earn significantly less than minimum wage. Domestic workers and home caregivers are especially vulnerable to exploitation, since they often live in their employers' residences, making it difficult to monitor their working and living conditions. 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. Documented and undocumented migrant workers, mostly from mainland China, Indonesia, and Vietnam, have experienced indicators of trafficking on Taiwan fishing vessels including non- or underpayment of wages, long working hours, physical abuse, lack of food, and poor living conditions. 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. Men and women from Taiwan are exploited and vulnerable to trafficking abroad in illegal business operations. 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, authorities continued to prosecute trafficking offenses, including both forced labor and sex trafficking, trained law enforcement and other officials on trafficking indicators, and raised public awareness of trafficking. There were, however, no arrests or convictions for trafficking violations on Taiwan fishing vessels. Prosecutors and judges continued to demonstrate limited understanding of trafficking crimes by not appropriately recognizing or exhibiting limited awareness of trafficking crimes.



RECOMMENDATIONS FOR TAIWAN:

Increase efforts to prosecute and convict traffickers under Taiwan's anti-trafficking law; vigorously investigate and prosecute, using the newly established procedures, 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, by simplifying the process of direct hiring and building public awareness of the Direct Hiring Service Center; designate specialized anti-trafficking trainers within Taiwan's law enforcement and judicial sectors to improve the effectiveness of anti-trafficking training, and to decrease the knowledge gap among prosecutors and judges; institutionalize anti-trafficking training for Taiwan authorities being deployed overseas; address gaps in basic labor protections for household caregivers and domestic workers; sentence convicted traffickers to sufficiently stringent punishments; establish a systematic information sharing process to foster more

robust interagency anti-trafficking coordination; disaggregate case information to ensure that reported trafficking cases are correctly recognized; actively operationalize information sharing memoranda of understanding, including for the travel of individuals who have committed child sexual exploitation; and continue efforts to increase public awareness of all forms of trafficking.

PROSECUTION

Authorities sustained anti-trafficking law enforcement efforts. Taiwan's Human Trafficking Prevention and Control Act (HTPCA) prohibits sex and labor trafficking 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 anti-trafficking law, authorities prosecuted the majority of trafficking cases under other laws, such as the Criminal Code, and the Children and Youth Sexual Exploitation Prevention Law.

Authorities initiated prosecutions against 71 suspected traffickers, compared with 130 in 2013, and convicted 17 traffickers, compared with 39 in 2013, 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 Exploitation Prevention Law, authorities initiated prosecutions against 57 alleged traffickers, compared with 59 in 2013, and convicted 25 traffickers, compared with 41 in 2013. Under the Criminal Code, authorities initiated prosecutions against nine alleged sex traffickers, compared with 35 in 2013, and convicted four traffickers, compared with six in 2013. A Cambodian court convicted six Taiwan nationals for enslaving 74 Cambodians onboard Taiwan fishing vessels, but at the end of the reporting period, Taiwan authorities had not yet convicted any traffickers associated with this case (five of six remain at-large in Taiwan) or prosecuted other cases involving abuses onboard Taiwan-flagged vessels. During the year, authorities continued to train law enforcement officers, prosecutors, and judges through various workshops, seminars, and conferences; however, many prosecutors and judges continued to demonstrate a limited understanding of trafficking crimes. Authorities did not report any investigations, prosecutions, or convictions of Taiwan authorities complicit in human trafficking offenses.

PROTECTION

Authorities sustained efforts to protect victims of trafficking. Authorities identified and assisted 292 trafficking victims (86 sex trafficking victims and 206 forced labor victims), compared with 366 in 2012; all 292 were referred to shelters for assistance. Law enforcement officials used standardized questions and evaluation forms when interviewing and referring potential trafficking victims. The National Immigration Agency (NIA) operated three shelters dedicated to trafficking victims, and the Ministry of Labor subsidized an additional 19 shelters and a 24-hour hotline trafficking victims could access. These shelters provided trafficking victims—both men and women—with medical and psychological services, legal counseling, vocational training, small stipends, interpretation, and repatriation assistance. Authorities encouraged victims to participate in investigations against their traffickers by offering temporary residence and work permits. Authorities made available permanent residence visas to foreign trafficking victims who faced retribution or hardship if they returned to their country of origin. Victims were able to obtain restitution or file civil suits against traffickers, but no victims sought this option. Although victims could receive immunity for crimes committed as a result of being subjected to trafficking, NGOs reported authorities occasionally treated trafficking victims as criminals.

PREVENTION

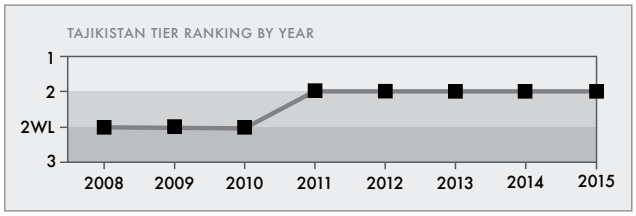
Authorities sustained efforts to prevent trafficking through numerous awareness campaigns, workshops, and conferences. A cabinet-level minister-without-portfolio continued to implement the national plan of action and oversee an interagency working group, which met twice in 2014. Members of the working group established standard operating procedures to handle offshore disputes involving Taiwan-flagged vessels, including incidents of trafficking. Various agencies continued to fund advertisements and public service announcements on human trafficking prevention in newspapers, magazines, and on the radio, and distributed anti-trafficking posters and pocket cards in seven languages. Authorities continued to operate foreign-worker service stations and international airport service counters around Taiwan to assist migrant workers and educate them on their rights. To address exploitation associated with labor recruitment, authorities denied 21 business licenses to those complicit in trafficking and fined 73 individuals. Authorities continued to operate the Direct Hiring Service Center to allow employers to directly hire their labor force, instead of utilizing brokers; the hiring process, however, remained cumbersome and the services were not well-publicized. Taiwan's laws criminalize sexual exploitation of children by Taiwan passport holders traveling abroad, but authorities have not investigated or prosecuted any child sex tourism offenses committed abroad since 2006. Authorities provided anti-trafficking information to personnel posted overseas but did not fully implement pre-departure human trafficking training for new diplomats.

TAJIKISTAN: Tier 2

Tajikistan is a source and, to a lesser extent, destination country for men, women, and children subjected to forced labor, and a source country for women and children subjected to sex trafficking. Extensive economic migration exposes Tajik men, women, and children to exploitation. Tajik men and women are subjected to forced labor in agriculture and construction in Russia, the United Arab Emirates (UAE), and, to a lesser extent, in neighboring Central Asian countries. Women and children from Tajikistan are subjected to sex trafficking primarily in the UAE and Russia, and also in Saudi Arabia, Kazakhstan, and Afghanistan, as well as within Tajikistan. Women are increasingly vulnerable to trafficking after they are informally divorced from their absent migrant husbands and need to provide for their families. Reports indicate Tajik women and girls are transported to Afghanistan for the purpose of forced marriage, which can lead to sex trafficking and debt bondage. Reports from previous years indicate Tajik children are subjected to sex trafficking and forced labor, including forced begging, in Tajikistan and Afghanistan. Tajik children and adults may be subjected to agricultural forced labor in Tajikistan—mainly during the fall cotton harvest. Afghan and Bangladeshi citizens are vulnerable to forced labor in Tajikistan.

The Government of Tajikistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2014, the government adopted a new law, Counteracting Trafficking in Persons and Providing Support to Victims of Trafficking in Persons, which created a legal framework for designating a person a "victim

of trafficking" and established programs to protect and provide services to such victims. However, the government continued to lack procedures to proactively identify trafficking victims among vulnerable populations and remained unable to provide adequate victim protection services. In particular, budget limitations and high turnover of officials with the necessary specialized knowledge to assist trafficking victims constrained such efforts. Nonetheless, the government modestly increased its anti-trafficking law enforcement efforts, investigating and prosecuting an increased number of cases in 2014.



RECOMMENDATIONS FOR TAJIKISTAN:

Develop standard operating procedures for identifying trafficking victims; vigorously investigate and prosecute suspected trafficking offenses, respecting due process, and increase convictions of traffickers; dedicate funding or provide in-kind assistance specifically for combating trafficking in persons and offering comprehensive victim assistance; continue to enforce the prohibition against the forced labor of children in the annual cotton harvest by inspecting fields during the harvest, in collaboration with local officials and civil society organizations; protect victims and encourage their assistance in the investigation and prosecution of traffickers; train law enforcement to screen women in prostitution for trafficking victimization and ensure sex trafficking victims are not penalized for prostitution offenses; improve the collection of anti-trafficking law enforcement data; ensure that the inter-ministerial commission meets quarterly to continue coordinating governmental anti-trafficking efforts; and provide anti-trafficking training or guidance for diplomatic personnel to prevent their engagement or facilitation of trafficking crimes.

PROSECUTION

The government modestly increased its anti-trafficking law enforcement efforts. Article 130.1 of the 2004 criminal code prohibits all forms of trafficking, including the use of force, fraud or coercion for the purpose of sexual exploitation and forced labor. The article prescribes penalties of five to 15 years' imprisonment, which are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Article 130.1 fails, however, to criminalize the prostitution of minors as trafficking without regard to the use of coercive means, as required by international law. Article 132 criminalizes recruitment for sexual or other exploitation if done by fraud—but not if done by coercion—and carries a maximum penalty of five years. Contrary to international law, it also does not criminalize child sex trafficking in the absence of force, fraud, or coercion. Article 167 prohibits the buying and selling of children, prescribing five to 15 years' imprisonment; this provision goes beyond the scope of trafficking as it does not require that exploitation be the intent of the transaction. Several other amendments to the criminal code include trafficking crimes, for example, article 130.2, "Use of Slave Labor," and article 241.2, "Use of minors with the purpose of production of pornographic materials and products."

The government investigated 28 and prosecuted 22 cases under Article 130.1 in 2014, an increase from four cases investigated and prosecuted in 2013. Trafficking cases may have also been investigated and prosecuted under other penal code articles. There was one conviction under Article 130.1, the same number of convictions as in 2013, with a sentence of eight years' imprisonment. The government compiled law enforcement data across a variety of agencies and may have counted trafficking cases multiple times. The government reported levying fines in 2014 against three farms for forced child labor during the cotton harvest, but did not take law enforcement action. Endemic corruption inhibited law enforcement action during the year; however, the government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government continued modest efforts to identify and assist trafficking victims. In July 2014, the government adopted a new law that provided an extensive definition of trafficking and other concepts, some of which appear unrelated to the crime of trafficking as addressed in the criminal code, which may create confusion regarding victim identification. The law also outlined victim services, government standards for service delivery among providers, including governmental agencies and NGOs, and a national referral mechanism. Authorities remained without a formal system for identifying and referring victims for assistance during the reporting period, as the referral mechanism remained under review. As law enforcement officials did not attempt to proactively identify trafficking victims among women in prostitution, it was possible officials detained or penalized sex trafficking victims for prostitution crimes. During the reporting period, the government identified and referred 26 victims to international organizations for assistance, an increase from 17 victims in 2013. Civil society groups provided protective services to a total of 78 Tajik trafficking victims in 2014, including 53 victims of forced labor, 23 victims of sex trafficking, and two victims subjected to both.

The government did not directly provide services to victims; rather it relied on civil society organizations, which provided medical and psycho-social care, legal and vocational training and assisted in family reunification. Although the government did not provide financial support to any organizations assisting trafficking victims, it continued to fund the utilities for two shelters in Dushanbe and one shelter in Khujand. The 2014 law does not link victim benefits to a victim's participation in a trial and provides victim services regardless of legal status or prior consent to participate in trafficking activities. The law also provides that foreign victims have the right to request temporary legal residency, which can be extended for one year following the completion of a criminal case. The government continued to conduct anti-trafficking courses for officials and school administrators, respectively.

PREVENTION

The government continued efforts to prevent human trafficking. The Ministry of Education (MOE) disseminated letters to local governments highlighting prohibitions against the use of child labor in the cotton harvest. Government-funded campaigns targeted potential victims, local officials responsible for preventing trafficking, and school authorities who had previously mobilized children in the cotton harvest. The Committee on Women and Family Affairs continued to conduct informational campaigns to educate school administrators on the illegality of child labor in the cotton

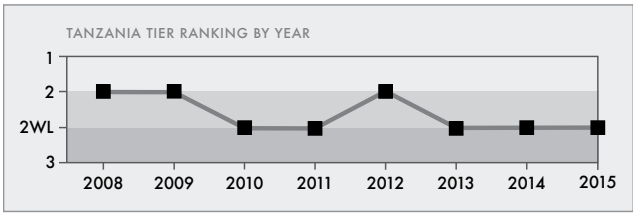
harvest and the MOE conducted inspections of schools in cotton-growing districts to ensure students remained in attendance. Due to lack of funding from traditional foreign government sources, non-governmental entities did not monitor the cotton harvest for forced child labor, which had been the standard practice for the previous four years.

The 2014 law established a framework for the government to address trafficking in persons, including establishing a national anti-trafficking committee and directing the committee to develop a national plan. The government drafted, but has not yet approved, its 2014-2016 national action plan. The inter-ministerial commission, tasked with coordinating governmental anti-trafficking efforts, has not met since September 2013 and, from June 2014 through the end of the reporting period, its chairmanship remained vacant, hindering its oversight of national efforts and ministerial cooperation. The Committee for Youth, Sports and Tourism and the Ministry of Internal Affairs' anti-trafficking department jointly operated a hotline to receive calls from female victims of crime, including trafficking. The government did not provide anti-trafficking training or guidance for its diplomatic personnel; however, the government provided officials updates from the anti-trafficking commission regarding legislation and government decrees. Tajik law requires that entities engaged in labor recruitment abroad obtain licenses from migration authorities. The government did not fine or revoke the licenses of companies using fraudulent recruitment practices. The Tajik Migration Service provided migrants with information on migration and the risk of trafficking prior to their departure abroad. In partnership with the migration service, lawyers employed by an international organization provided legal consultation on migration and trafficking for victims at migration service support centers. Prostitution is illegal in Tajikistan and the government made efforts to reduce the demand for commercial sex by investigating and prosecuting consumers of commercial sex. The government did not report any efforts to reduce the demand for forced labor.

TANZANIA: Tier 2 Watch List

Tanzania is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. The incidence of internal trafficking is higher than that of transnational trafficking and is usually facilitated by victims' family members, friends, or intermediaries offering assistance with education or finding employment in urban areas. Some unscrupulous individuals manipulate the traditional practice of child fostering—in which poor children are entrusted into the care of wealthier relatives or respected members of the community—to subject children to forced labor. The exploitation of young girls in domestic servitude continues to be Tanzania's largest human trafficking problem, though child sex trafficking, particularly along the Kenya-Tanzania border, occurs as well. Girls are exploited in sex trafficking in tourist areas within the country. Boys are subjected to forced labor, primarily on farms—including as farm laborers, cattle herders, and occasionally hunters—but also in mines and quarries, in the informal commercial sector, in factories, in the sex trade, and possibly on small fishing boats operating on the high seas. Smaller numbers of Tanzanian children and adults are subjected to domestic servitude, other forms of forced labor, and sex trafficking—often by other Tanzanians—in other countries in Africa, the Middle East, Europe, and the United States. Media reports indicate Tanzanian children with physical disabilities are transported to Kenya for forced begging and Tanzanian girls are subjected to sex trafficking in China. Trafficking victims from other countries—typically children from Burundi and Kenya, as well as adults from South Asia and Yemen—are forced to work in Tanzania's agricultural, mining, and domestic service sectors; some are also subjected to sex trafficking. Citizens of neighboring countries may transit Tanzania before being forced into domestic service and prostitution in South Africa, Europe, and the Middle East. During the reporting period, Nepalese and Indian women were subjected to forced labor and sex trafficking in a Tanzanian casino.

The Government of Tanzania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government allocated a budget to its anti-trafficking committee for the first time and adopted implementing regulations for the 2008 anti-trafficking law, which formally assign anti-trafficking responsibilities to specific ministries. The government also rescued 22 foreign women subjected to forced labor and sex trafficking in a Dar es Salaam casino and provided them shelter and care, ensured their safe repatriation, and prosecuted and convicted their trafficker; however, the court sentenced the trafficker to a fine *in lieu* of prison time—a severely inadequate penalty. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Tanzania is placed on Tier 2 Watch List for a third consecutive year. Tanzania 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. For a sixth year, the government failed to allocate funding to a victims' assistance fund and relied heavily on NGOs to provide victim services.



RECOMMENDATIONS FOR TANZANIA:

Increase efforts to enforce the 2008 Anti-Trafficking in Persons Act by prosecuting trafficking offenses, convicting trafficking offenders, and applying stringent penalties—including jail time—upon conviction; implement the act's victim protection and prevention provisions, including by allocating resources to the victim assistance fund; implement policies and procedures for government officials to identify and interview potential trafficking victims—including adults—among vulnerable groups proactively and transfer them to local organizations providing care; begin compiling trafficking-specific law enforcement and victim protection data at the national level; contribute government resources to train judges and prosecutors to clarify the difference between human trafficking and human smuggling; provide additional training to law enforcement authorities on the detection and methods of investigating human trafficking crimes; continue to allocate a budget for the anti-trafficking committee and anti-trafficking secretariat to implement the national action plan to combat trafficking; and implement the 2015-2017 national action plan.

PROSECUTION

The government made limited law enforcement efforts. The 2008 Anti-Trafficking in Persons Act outlaws all forms of trafficking and prescribes punishments of one to 10 years' imprisonment or a fine, or both. These penalties are sufficiently stringent, but not commensurate with those prescribed for other serious crimes, such as rape. A provision allowing offenders to pay a fine *in lieu* of serving prison time is disproportionate to the gravity of the crime and inadequate as a potential deterrent. The government failed to provide comprehensive law enforcement statistics during the reporting period. However, the government reported four investigations, five prosecutions, and one conviction during the reporting period; an increase compared to three investigations in the previous reporting period. Four prosecutions remained pending at the close of the reporting period; details of those cases are unknown. The government penalized one convicted trafficker with a fine of TZS 50 million ($28,900) and required payment of back wages to the 22 victims from Nepal and India subjected to forced labor and sex trafficking; this sentence was severely inadequate and not proportionate to the crime. The government integrated a trafficking component into its standard police academy training program for new recruits; approximately 500 recruits received the training during the reporting period. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses; however, general corruption within the judiciary remained an issue.

PROTECTION

The government demonstrated a slight increase in efforts to protect victims of trafficking. The government did not collect comprehensive data on the number of victims identified. However, police identified at least 22 adult foreign victims of forced labor and forced prostitution during the reporting period; an increase from 11 victims identified in the previous reporting period. NGOs reported providing services to an additional 54 child victims of labor and sex trafficking. The government did not operate any shelters for trafficking victims and relied on NGOs to provide shelter for victims, though the government provided psychosocial services to victims in shelters, regularly assessed the conditions of the shelters, and required that NGOs send monthly reports to the Department of Social Welfare on shelter operations. However, in one case, police rescued 22 foreign women forced to work as dancers and in prostitution in a local casino without pay. The government placed the women in a guest house, provided them with security and medical care, coordinated with an international organization for additional assistance, and worked with Indian and Nepalese authorities to coordinate their safe repatriation to their home countries.

The newly adopted implementation regulations for the 2008 anti-trafficking law established a number of key protection measures, including guidelines for the identification and referral of trafficking victims to NGO services, allocation of funding for a victims' assistance fund, and a law enforcement and victim identification database; however, none of these protection measures were fully implemented during the reporting period. New regulations for interviewing potential trafficking victims were only approved in January 2015; therefore the government was unable to ensure victims were not punished for crimes committed as a result of being subjected to trafficking during the reporting period. The 2008 anti-trafficking law provides foreign victims legal alternatives to their removal to countries where their safety or the safety of their families may be endangered; all 22 foreign victims identified during the reporting period requested repatriation to their home countries.

PREVENTION

The government demonstrated increased efforts to prevent human trafficking. During most of the reporting period, the government lacked funding and the necessary bureaucratic regulations to adequately implement its anti-trafficking efforts. However, in March 2015, the government allocated a budget of TZS 80 million ($46,200) to its anti-trafficking committee for the first time and adopted implementing regulations for the 2008 anti-trafficking law, which formally assign anti-trafficking responsibilities to specific government ministries and make these activities eligible for funding from the national budget. Additionally, in March 2015, the anti-trafficking committee formally adopted a three-year national action plan. Local officials in the semi-autonomous region of Zanzibar conducted a public awareness campaign across the island through brochures and radio announcements. Immigration officials on the mainland also distributed anti-trafficking brochures at public events in border regions. The government prohibited the promotion of the sex industry, but made no additional discernible efforts to reduce the demand for forced labor or commercial sex acts during the reporting period. Tanzanian troops received specialized anti-trafficking training from a foreign donor prior to their deployment abroad on international peacekeeping missions. The government provided anti-trafficking training for its diplomatic personnel.

THAILAND: Tier 3

Thailand is a source, destination, and transit country for men, women, and children subjected to forced labor and sex trafficking. There are an estimated three to four million migrant workers in Thailand, most from Thailand's neighboring countries—Burma, Laos, and Cambodia. In addition to Thai victims of trafficking, some of these migrant workers are also believed to be forced, coerced, or defrauded into labor or sex trafficking. There are reports that some of those labor trafficking victims are exploited in commercial fishing, fishing-related industries, factories, and domestic work. Some migrant workers who are trafficking victims are deported without proper screening due to inconsistencies in the victim identification process. Some victims are forced into street begging. Sex trafficking remains a significant problem in Thailand's extensive sex trade—often in business establishments that cater to demand for commercial sex.

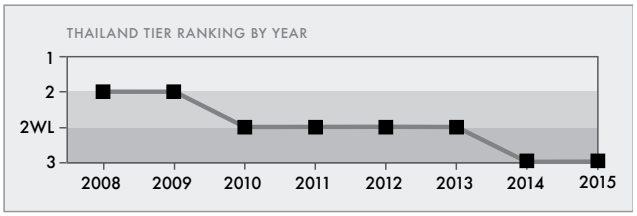
Many trafficking victims from Burma, Cambodia, Laos, China, Vietnam, Uzbekistan, and India migrate willingly to Thailand seeking employment, often with the assistance of relatives and community members or informal recruitment networks. Registered and unregistered labor brokers serve as intermediaries between job-seekers and employers; some collaborate with employers and, at times, with corrupt law enforcement officials. Some migrant workers incur exorbitant debts, both in Thailand and in countries of origin, to obtain employment and are subjected to debt bondage. Traffickers, including labor brokers of Thai and foreign nationalities, bring foreign victims into Thailand. Brokers and employers reportedly continued to confiscate identification documents. Thai, Burmese, Cambodian, and Indonesian men are subjected to forced labor on Thai fishing boats; some men remain

at sea for several years, are paid very little or irregularly, work as much as 18 to 20 hours per day for seven days a week, or are threatened and physically beaten. Some victims of trafficking in the fishing sector were unable to return home due to isolated workplaces, unpaid wages, and the lack of legitimate identity documents or safe means to travel back to their home country. Women, men, boys, and girls from Thailand, Laos, Vietnam, and Burma are subjected to sex trafficking in Thailand. Thailand is also a transit country for victims from China, Vietnam, Bangladesh, and Burma subjected to sex trafficking or forced labor in countries such as Malaysia, Indonesia, Singapore, Russia, South Korea, the United States, and countries in Western Europe.

Thai nationals have been subjected to forced labor and sex trafficking in Thailand and in countries in North America, Europe, Africa, Asia and the Middle East, including Israel. Thai men and women who migrate for low-skilled contract work or agricultural labor are sometimes subjected to conditions of forced labor and debt bondage, and Thai brokers are involved in some of the transactions. Some Thai workers are deceived into incurring exorbitant debts to pay broker and recruitment fees, sometimes using family-owned land as collateral, making them vulnerable to exploitation. Some Thai men are subjected to forced labor on Thai fishing boats that travel throughout Southeast Asia and beyond. Some parents or brokers force children from Thailand—as well as Cambodia and Burma—to sell flowers, beg, or work in domestic service in urban areas. Girls from Thailand, Burma, and Laos, some of whom have false documents, are victims of sex trafficking in brothels, massage parlors, bars, karaoke lounges, hotel rooms, and private residences. Local NGOs report an increasing use of social media to recruit children into sex trafficking and women who may be subjected to sex trafficking. Members of ethnic minorities, stateless persons, and highland persons in Thailand experience abuses indicative of trafficking. Reports indicate separatist groups in southern Thailand continue to recruit and use children to commit acts of arson or serve as scouts.

Some Thai officials are complicit in trafficking crimes and corruption continues to undermine anti-trafficking efforts. In some instances, corrupt officials on both sides of land borders accept payment from smugglers involved in the movement of migrants between Thailand and neighboring countries including Malaysia, Laos, Burma, and Cambodia; some of these migrants subsequently become trafficking victims. Media sources in 2013 reported corrupt Thai civilian and military officials profited from selling Rohingya asylum seekers from Burma and Bangladesh into forced labor on fishing vessels. Some Thai police removed Rohingya men from detention facilities in Thailand and sold them to brokers that transported them to southern Thailand; some were forced to work as cooks and guards in camps or sold into forced labor on farms or in shipping companies. Credible reports indicate some corrupt officials protect brothels and other commercial sex venues from raids and inspections; collude with traffickers; use information from victim interviews to weaken cases; and engage in commercial sex acts with child trafficking victims. Due to lack of trust in government officials, and lack of awareness of their rights, migrant workers, especially those who are undocumented, are fearful of reporting trafficking crimes.

The Government of Thailand does not fully comply with the minimum standards for the elimination of trafficking, and is not making significant efforts to do so. Thailand investigated and prosecuted some cases against corrupt officials involved in trafficking but trafficking-related corruption continued to impede progress in combating trafficking. Data collection methods began to improve with the implementation of a new database system. The government decreased the numbers of investigations, prosecutions, convictions, and victims identified in 2014. The government increased prevention efforts—including the establishment of a new prime minister-level anti-trafficking committee and passage of ministerial regulations that increased the minimum age of workers in agriculture and on fishing vessels and required mandatory employment contracts, a minimum wage, rest hours, and holidays. The government also passed amendments to its 2008 trafficking law to increase penalties for traffickers and protect whistleblowers. The government passed a new Fisheries Act to replace a 1946 law, which requires better registration and monitoring of vessels and inspection of workers' documents and working conditions. Senior government officials repeatedly expressed their strong commitment to combating trafficking. However, the prosecution of journalists and advocates for exposing traffickers, and statements discouraging media reporting on trafficking crimes undermined some efforts to identify and assist victims and apprehend traffickers. In some provinces, the government made some efforts to screen Rohingya migrants for trafficking indicators and worked with NGOs to assist sex trafficking victims; however there is still a lack of available interpreters for trafficking victims. The government also did not proactively identify many trafficking victims among fishing workers, or irregular migrants.



RECOMMENDATIONS FOR THAILAND:

Prosecute officials allegedly complicit in trafficking, and convict and punish those found guilty; increase efforts to identify, prosecute and convict traffickers, including those who subject victims to sex trafficking, debt bondage, or forced labor in Thailand's commercial and export oriented sectors; increase understanding of labor trafficking and debt bondage indicators among labor inspectors and law enforcement; designate prosecutors who specialize in human trafficking cases; significantly increase efforts to proactively identify victims of trafficking among vulnerable populations, particularly migrants, deportees, refugees, persons in prostitution, and stateless people; increase training for marine police and navy to detect and stop human trafficking at sea; improve the consistency for victim identification, screening, and interview procedures, and prioritize the rights and safety of potential victims; investigate and improve labor recruitment practices for migrant workers; process and approve all legal status applications at the national, district, and provincial level in a timely manner; continue to increase the availability of interpretation services across government agencies with responsibilities for protecting foreign migrants, refugees, and victims of trafficking; enhance government capacity to implement laws and regulations by providing effective training, especially at state and local levels, and increasing staff dedicated to implement the law; cease prosecuting criminal defamation cases against researchers or journalists who report on human trafficking; establish an environment conducive to robust civil society participation in all facets of human trafficking; allow adult trafficking victims to travel, work, and reside outside shelters in accordance with

provisions in Thailand's anti-trafficking law; increase incentives for victims to cooperate with law enforcement in the investigation and prosecution of trafficking cases, including by providing legal alternatives to the deportation of foreign trafficking victims to countries in which they would face retribution or hardship; develop additional specialized services for child sex trafficking victims and ensure their cases progress quickly; increase anti-trafficking awareness efforts directed at employers and clients of the sex trade, including sex tourists; make efforts to decrease the demand for exploitive labor; continue to increase regional cooperation on anti-trafficking efforts; and improve migrant workers' rights, legal status, and labor migration policies to minimize the risk of trafficking.

PROSECUTION

The government sustained anti-trafficking law enforcement efforts. The 2008 anti-trafficking law criminally prohibits all forms of trafficking and prescribes penalties ranging from four to 10 years' imprisonment which are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. In March 2015, the government amended the law to impose harsher penalties on human traffickers (up to life imprisonment and a maximum fine of 400,000 baht ($13,333)) and protect whistleblowers. The new laws also give authorities power to temporarily halt operations and immediately suspend licenses of businesses found involved in human trafficking.

The government reported investigating 280 trafficking cases (compared with 674 in 2013), prosecuting 155 traffickers (483 in 2013) and convicting 151 traffickers (225 in 2013). Despite the prevalence of forced labor in Thailand, the government reported only 58 investigations (154 in 2013) involving suspected cases of forced labor and prosecuted only 27 traffickers of forced labor (109 in 2013). Twenty traffickers received prison sentences greater than seven years, and the majority of convicted offenders received sentences of more than two years' imprisonment. The Anti-Money Laundering Office (AMLO) reported that 107 money laundering cases associated with suspected human trafficking are under investigation. In one case the AMLO seized two million baht ($62,500), and in another case it seized 30 million baht ($1 million); these cases remained pending in court.

The government investigated ship owners, captains, and brokers for labor trafficking in the commercial fishing industry in four cases related to Ambon Island, each with multiple perpetrators, and identified 32 Thai fishermen who were forced to work on Thai fishing vessels in Indonesia. In the first case, four arrests were made and the case remained pending in court; other cases were in the investigation phase. The government reported investigations involving Rohingya asylum seekers believed to be victims of trafficking are still ongoing. Judges awarded 4.6 million baht ($141,000) to the plaintiffs in the case of a fourteen-year-old Karen girl who was kidnapped and forced to work as a housemaid and subjected to assault resulting in serious physical injuries; both offenders absconded when released on bail and remained missing at the end of the reporting period. The government reported investigating some criminal networks involving traffickers that subjected victims to sex and labor trafficking; investigations were ongoing at the end of the reporting year. Two perpetrators were sentenced to 4.5 and six years in prison in a 2013 case involving 12 Burmese victims of forced labor. A case involving Thai female sex trafficking victims identified in South Africa in 2013 and a separate case involving forced labor of Thai masseuses recruited to work in South Africa did not result in prosecutions or convictions.

The government continued to provide training to thousands of public officials on trafficking victim identification and the provisions of the anti-trafficking law and reported multiple cooperative international investigations. Challenges with collaboration between police and prosecutors, and frequent personnel changes among law enforcement, prosecutors, and multidisciplinary team members limited the success of prosecution efforts. The government initiated the process to establish a new data collection system that could improve interagency information sharing. More formalized interagency coordination occurred in 2014, including expanded use of multidisciplinary teams. The justice system increased the speed at which it resolved criminal cases for most cases, though some trafficking cases continued to take three years or longer to reach completion. In 2014, courts rendered verdicts in 118 human trafficking cases, including human trafficking cases that were filed prior to 2014. Results showed 90 cases were completed in less than one year, 27 cases took one to two years to reach a verdict, and one case took two to three years. Some suspected offenders fled the country or intimidated victims after judges granted bail, further contributing to a climate of impunity for trafficking crimes. The Office of the Judiciary announced new measures in December 2014 requiring that the verdicts in all human trafficking cases be rendered preferably within six months and prioritizing court procedures related to human trafficking, such as the use of videoconference for testimonies of witnesses outside Thailand and the use of professional translators in court.

The government made some efforts to address official complicity, but corruption and official complicity in trafficking crimes continued to impede anti-trafficking efforts. The government reported investigating and arresting several officials allegedly involved in sex or labor trafficking; most of these cases remained pending prosecution or resulted in officers being removed to inactive posts with no criminal penalties. The criminal court, however, sentenced a senior police medical doctor to eight years', plus an additional 33 months' imprisonment on human trafficking and other related charges; however, he was released on bail. The government reported committing extra resources to fighting corruption and publicly encouraged people to report official complicity; it did not make consistent efforts to proactively investigate, or enforce existing laws and regulations available to combat trafficking-related corruption. The Thai Navy's 2013 defamation lawsuit against two journalists for reporting on trafficking crimes remained pending. The prime minister's public comments in late March 2015 discouraged reporting on trafficking in the fishing sector. Fear of defamation suits or retaliation also likely discouraged journalists from reporting and law enforcement officials from pursuing trafficking cases. New whistleblower laws were passed and are intended to help better protect ordinary citizens and police from frivolous lawsuits.

PROTECTION

The government sustained efforts to identify and protect trafficking victims. The Ministry of Social Development and Human Security (MSDHS) reported providing assistance to 303 victims at government shelters (compared with 681 in 2013), including 67 Thai victims (305 in 2013) and 236 foreign victims (373 in 2013); 195 were victims of forced labor and the rest were exploited in sex trafficking. Authorities identified an additional 72 Thai victims subjected to sex or labor trafficking overseas; these victims were processed at a government center upon arrival at the Bangkok airport, and most returned to their home communities. The government reported using procedures to screen for victims among vulnerable populations, but proactive screening

efforts remained inadequate and require greater consistency. The government deployed multidisciplinary teams in some cases to interview women and children in prostitution, Thai workers, some Rohingya asylum seekers, Bangladeshi migrants identified during raids or onboard fishing vessels, and other vulnerable populations to screen for indications of trafficking. The government continued to screen for trafficking indicators among fishermen returning to Thailand. Interviews were often brief and conducted in open environments where brokers sometimes were present in the same room. Interpretation services for potential victims remained limited, and poor understanding of trafficking indicators by front-line officers, as well as the lack of private spaces to screen potential victims, may have led to many trafficking victims not being identified.

Quality of victim screening varied depending on the area and the understanding of multidisciplinary team officials. NGOs reported that in some cases, well-trained, designated mobile multidisciplinary teams were very effective in interviewing potential victims and could be good models to be used in areas where local officials have limited experience and understanding of human trafficking. As one example, in the north, NGOs partnered with police to conduct victim-focused multidisciplinary team interviews and are jointly setting up a facility for child victim interviews, with multidisciplinary interview capability. Some law enforcement officers, however, continued to assert that physical detention or confinement was an essential element to confirm trafficking and failed to recognize debt bondage (exploitive debt) or manipulation of undocumented migrants' fear of deportation as non-physical forms of coercion. Officials sometimes failed to acknowledge cases of debt bondage, and the denial of the certification of such cases at times occurred over the objection of social service providers. Investigators and multidisciplinary teams may also have failed to recognize signs of forced labor and bonded labor in cases where victims originally consented to work, but were deceived about working conditions and subjected to trafficking conditions. Many victims, particularly undocumented migrants who feared legal consequences from interacting with authorities, were hesitant to self-identify. The Thai government continued to refer victims to one of nine regional trafficking shelters run by the MSDHS, where they reportedly received counseling, basic legal assistance, and medical care. Navy personnel, marine police, and labor inspectors reportedly lacked adequate training, clear mandates, and resources to effectively inspect for forced labor on fishing vessels. The government did not provide adequate interpretation services or private spaces to screen potential trafficking victims, severely limiting the effectiveness of such efforts, especially for Rohingya victims. Some front-line immigration officers reportedly deported potential labor and sex trafficking victims. There were reports some personnel in a Thai embassy overseas may have been hesitant to respond to a request to assist Thai victims in that country.

Although two-thirds of identified victims were children, the government had limited specialized services for child sex trafficking victims. The government disbanded the Women and Child Centers within Royal Thai Police (RTP) in late 2014. NGOs reported experienced investigators devoted to child cases were not as readily available to cooperate in the identification and protection of child victims. However, police maintained effective cooperation in child sex trafficking cases involving foreign perpetrators. Judicial officials did not always follow procedures to ensure the safety of witnesses; victims, including children, were at times forced to testify in front of alleged perpetrators or disclose personal information such as their address, which put them at serious risk of retaliation. The Supreme Court issued additional formal guidance in December 2014 to correct procedural problems. NGOs reported concerns over the lack of appropriate options for foreign children whose families were complicit in their trafficking or who could not be identified.

The government issued 57 six-month work permits and visas (compared with 128 in 2013), renewable for the duration of court cases to work temporarily in Thailand during the course of legal proceedings. Among adult female victims who received these permits, some were not allowed to work due to the government's assessment it would be unsafe or unhealthy for them to do so. Women without work permits were typically required to stay in government shelters and could not leave the premises unattended until Thai authorities were ready to repatriate them. There were reports that victims, including those allowed to work, were only given a copy of their identity documents and work permits, while the original documents were kept by government officials. The government disbursed 3.7 million baht ($117,000) from its anti-trafficking fund to 463 victims (525 in 2013). The government filed petitions on behalf of 57 victims (48 in 2013) and received civil compensation of 8.6 million baht ($269,000). A 2005 cabinet resolution established stateless trafficking victims in Thailand could be given residency status on a case-by-case basis; however, the Thai government had yet to report granting residency status to a foreign or stateless trafficking victim for nine consecutive years. Thai law protects victims from being prosecuted for acts committed as a result of being subjected to trafficking; however, the serious flaws in the Thai government's victim identification procedures and its aggressive efforts to arrest and deport immigration violators increased victims' risk of being re-victimized and treated as criminals. Unidentified victims were likely among the migrants who were subjected to government citations for lack of proper documentation during the year and were detained in sometimes-overcrowded immigration detention facilities. The government did not provide legal alternatives to victims who faced retribution or hardship upon return to their home countries; foreign victims were systematically repatriated if they were unwilling to testify or following the conclusion of legal proceedings.

PREVENTION

The government increased efforts to prevent trafficking. The government increased funding significantly to combat human trafficking. It conducted campaigns through the use of radio, television, billboards, and handouts to raise public awareness of the dangers of human trafficking throughout the country. Nonetheless, awareness efforts in many areas continued to concentrate on Thai populations and did not adequately reach out to migrant populations, who are also vulnerable to trafficking. In addition, advocates expressed concerns that ongoing cases against an anti-trafficking advocate, in retaliation for his research documenting alleged trafficking violations in a food processing factory in Thailand, had the effect of silencing other human rights advocates. The criminal defamation lawsuit filed by the Thai Navy against two journalists in 2013 for reporting on trafficking of ethnic Rohingya in Thailand continued in 2014. These developments did not foster a climate conducive to preventing trafficking, identifying victims, and apprehending traffickers.

The prime minister chaired a new committee to combat trafficking in persons and established new subcommittees to address trafficking issues, inviting more ministries to be involved in this effort, and acknowledged human trafficking as a national priority. The

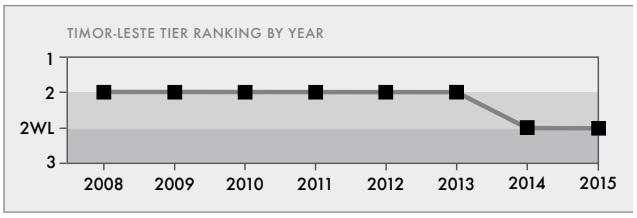
Ministry of Labor established centers in 10 provinces to provide information and services to Thai workers seeking employment overseas; however, the Department of Employment remained ineffective in regulating the excessive fees incurred by these workers in order to obtain employment abroad or in Thailand, which made them vulnerable to debt bondage or exploitative working and living conditions. The government registered and offered work permits to 1.6 million migrant workers in an attempt to regularize their legal status in Thailand. National verification by origin countries (Burma, Cambodia, and Laos) still remained pending at the end of the reporting year. The government did not make efforts to regulate service providers or employment service agencies that provided service to migrant workers. Due to proactive efforts by some officials, 900 hill tribe members received citizenship. While national-level officials seemed to have a greater understanding that statelessness may be a risk factor for trafficking, this understanding had not necessarily become a standard at the municipal and regional levels. Government labor inspections of 392 worksites led to identification of labor violations in 32 worksites but not to cases of labor trafficking. The government acknowledged the labor shortage was due in large part to some workers' unwillingness to work in the fishing industry due to poor working and living conditions; the government made efforts to improve these conditions by passing new labor laws that increased the minimum age in the fishing industry to 18 years old, guaranteed minimum wage, and required employment contracts, rest periods, and holidays. The government amended the 68-year-old Fishery Act, which led to registering fishing boats and workers and conducting more multidisciplinary team inspections onboard vessels to monitor labor conditions. Weak law enforcement, inadequate human and financial resources, lack of systematic data linkage among relevant agencies, and fragmented coordination among regulatory agencies in the fishing industry contributed to overall impunity for exploitative labor practices in this sector.

In 2014, the government revoked the licenses of one labor recruitment agency, suspended the license of one agency, filed criminal charges against three companies, and investigated 156 illegal brokers/agents that sent Thai workers abroad. In an effort to prevent child sex tourism, the government denied entry to 98 known foreign sex offenders and launched a public awareness campaign warning tourists of the strict penalties for engaging in sex with minors. The government reported operating a surveillance network on child sex tourism by training business operators in high-risk areas to identify and report cases to the police. The government took steps to decrease the demand for commercial sex acts, including investigating cases against 772 individuals accused of procuring or soliciting prostitution; it is unclear how many resulted in prosecutions or convictions in 2014. The government also made progress towards finalizing legislation that criminalizes the possession of child pornography. The government, however, did not report on efforts to decrease the demand for forced labor. The government briefed diplomats on human trafficking before their departure to overseas posts.

TIMOR-LESTE: Tier 2 Watch List

Timor-Leste is a source and destination country for men, women, and children subjected to forced labor and sex trafficking. Timor-Leste may be a source for women and girls sent to Indonesia and other countries for domestic servitude. Timorese women and girls from rural areas are lured to the capital with the promise of better employment or education prospects and subjected to sex trafficking or domestic servitude; at least one chief has been complicit in this form of trafficking. Timorese family members place children in bonded domestic and agricultural labor to pay off family debts. Foreign migrant women, including those from Indonesia, China, and the Philippines, are vulnerable to sex trafficking in Timor-Leste. Traffickers allegedly retain the passports of victims and rotate sex trafficking victims in and out of the country every few months. Transnational traffickers may be members of Indonesian or Chinese organized crime syndicates. According to some NGOs, men and boys from Burma, Cambodia, and Thailand are forced to work on foreign fishing boats operating in Timorese waters where they face conditions of confinement, no medical care, and malnutrition. Police may accept bribes from establishments involved in trafficking or from traffickers attempting to cross borders illegally. Police have been identified as clients of commercial sex venues investigated for suspected trafficking.

The Government of Timor-Leste does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, it prosecuted and convicted a former village chief for child sex trafficking offenses. Authorities drafted guidelines for police to screen potential victims for indicators of trafficking, though this was not finalized or implemented during the year. Despite these measures, the government did not demonstrate evidence of overall increasing anti-trafficking efforts compared to the previous reporting period, therefore, Timor-Leste remains on Tier 2 Watch List. Authorities increased efforts to investigate potential sex trafficking crimes, but victim identification efforts remained inadequate, and law enforcement officials received limited training to address this gap. The government rescued two child victims, with support from an NGO, but it did not report providing services to any victims. The government conducted an anti-trafficking awareness campaign for students in seven regions of the country.



RECOMMENDATIONS FOR TIMOR-LESTE:

Enact comprehensive anti-trafficking legislation that is consistent with international law, includes protections for victims, and provides clear guidance on roles and responsibilities for implementation; train front-line officials to implement procedures for the proactive identification of victims among vulnerable populations—such as women and children in prostitution and domestic work and migrant workers on fishing vessels—and refer them to protective care; proactively initiate investigations and prosecutions of trafficking offenses, and convict and punish traffickers, including complicit officials; finalize a national plan of action, designate a lead agency to coordinate these efforts, and dedicate resources to the plan's implementation; conduct training for prosecutors and judges, including on how to integrate victim protection throughout the duration of court proceedings; and increase anti-trafficking education and awareness campaigns for the public.

PROSECUTION

The government made modest progress in anti-trafficking law enforcement efforts by achieving one conviction, compared with zero in 2013. Timor-Leste's penal code prohibits and punishes all forms of trafficking through Articles 163 and 164; Articles 162 and 166 prohibit slavery and the sale of persons. These articles prescribe sufficiently stringent penalties ranging from eight to 25 years' imprisonment, which are commensurate with those prescribed for other serious crimes, such as rape. Extrajudicial mediation may have been used in place of prosecution, limiting victims' access to justice and the deterrent effect of prosecutions and convictions. In late 2014, the Ministry of Justice held a public consultation on draft anti-trafficking legislation in development since 2009.

The government did not provide statistics regarding anti-trafficking law enforcement efforts. Media reports documented one investigation of suspected child sex trafficking initiated in February 2015, and authorities reported investigating an unknown number of pimping cases for potential trafficking crimes. A local NGO reported that a former village chief was prosecuted and convicted for child sex trafficking and sentenced under trafficking and other statutes to more than 15 years' imprisonment in early 2015. At the close of the reporting period, he had not yet begun to serve his sentence. This is an increase from no investigations, prosecutions, or convictions in the previous year. In a separate case, a police officer suspected of forced child labor offenses retained his position while he was under investigation. Judges and prosecutors largely lacked expertise in applying anti-trafficking laws effectively. Police reported using their own funds to pursue trafficking investigations due to inadequate resource allocation from the government. Foreign donors provided anti-trafficking training to Timorese law enforcement officials.

PROTECTION

The Government of Timor-Leste demonstrated negligible efforts to protect victims. The government did not provide protection to any trafficking victims in 2014. Authorities reported police referred 14 individuals to the Ministry of Social Solidarity (MSS) to receive services, but MSS officials determined none of them were trafficking victims. An NGO reported working with law enforcement and MSS officials to rescue a child subjected to forced labor in the home of a police officer and his wife and, in February 2015, authorities rescued a child sex trafficking victim from a hotel in Dili. Although a protocol existed for the identification of victims and referral to NGOs for shelter, the government did not implement it. Identified female victims could be eligible to receive limited services available to victims of domestic violence, though local experts report the quality of care is poor and trafficking victims' access was limited. While government policy did not restrict victim services based on gender, NGOs noted a lack of adequate resources for providing services to male victims. The government did not allocate any funds specifically to assist victims of trafficking, but it continued to provide funding to an NGO that could provide shelter and social services to trafficking victims. Local experts reported some cases may not have been identified as trafficking, even when victims came into contact with authorities. During the year, the chief inspector of the national police developed a document with guidelines for screening potential victims, though this was not formally approved or disseminated during the reporting period.

Authorities did not screen for indicators of trafficking among vulnerable groups, such as individuals in prostitution; government officials acknowledged some victims may have been among those arrested and deported, particularly foreign women in prostitution apprehended for immigration violations. Local NGOs noted the overall lack of incentives to cooperate with law enforcement may have left some victims unidentified or unwilling to participate in the investigation and prosecution of traffickers. Government policy authorized a temporary (two-year) legal alternative to the removal of victims to countries where they may face retribution or hardship, though no victims were granted this status in 2014.

PREVENTION

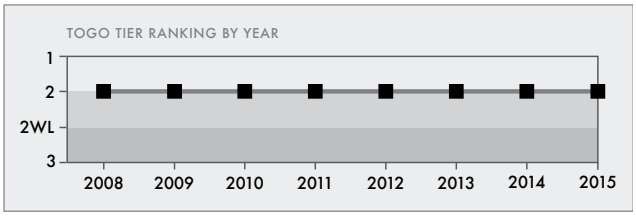
The Government of Timor-Leste demonstrated some efforts to prevent trafficking. The government distributed literature in local communities about citizens' rights, including information on trafficking, and it provided funding to an NGO to conduct an anti-trafficking awareness campaign for youth in seven regions. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government's inter-ministerial trafficking working group did not meet during the reporting period, and the draft national plan of action remained pending formal approval. The government did not take measures to reduce the demand for forced labor or commercial sex acts.

TOGO: Tier 2

Togo is a source and transit country for men, women, and children subjected to forced labor and sex trafficking. The majority of Togolese victims are exploited within the country. Forced child labor occurs in the agricultural sector—particularly on coffee, cocoa, and cotton farms—as well as in stone and sand quarries. Children from rural areas are brought to the capital, Lome, and forced to work as domestic servants, roadside vendors, and porters, or exploited in prostitution. The western border of the Plateau region, which provides easy access to major roads leading to Accra, Ghana and Lome, was a primary source for trafficking victims during the reporting period. Near the Togo-Burkina Faso border, some religious teachers, known as *marabouts*, forced Togolese boys into begging. Children from Benin and Ghana are recruited and transported to Togo for forced labor. Togolese girls and, to a lesser extent, boys are transported to Benin, Gabon, Nigeria, Ghana, Cote d'Ivoire, and the Democratic Republic of the Congo and forced to work in agriculture. Traffickers exploit Togolese men for forced labor in agriculture and Togolese women as domestic servants in Nigeria. Togolese women are fraudulently recruited for employment in Saudi Arabia, Lebanon, the United States, and Europe, where they are subsequently subjected to domestic servitude or forced prostitution.

The Government of Togo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government reported increased numbers of investigations, prosecutions, and convictions of traffickers for child trafficking crimes in 2014 compared to the previous reporting period. It also increased by five the number of labor inspectors. The government identified 711 potential trafficking victims; however, it is unknown whether it provided services to these victims. The government did not demonstrate any tangible efforts to address trafficking of adults—failing to

report any efforts to investigate such cases, identify or assist adult victims, or enact draft legislation to prohibit this form of the crime for the eighth year in a row.



RECOMMENDATIONS FOR TOGO:

Enact draft legislation prohibiting the forced labor and forced prostitution of adults; increase efforts to prosecute and punish trafficking offenders, to include using existing statutes to prosecute trafficking crimes committed against adults; develop a formal system to proactively identify trafficking victims, including adults, and train law enforcement, immigration, and social welfare officials on such procedures; effectively track the number of trafficking victims who receive services from the government, are referred to NGOs, or are returned to their families; develop a system among law enforcement and judicial officials to track suspected human trafficking cases and prosecution data; allocate sufficient funds to operate the Tokoin and Oasis centers; and increase efforts to raise public awareness about the dangers of human trafficking, including the trafficking of adults.

PROSECUTION

The government increased law enforcement efforts against child trafficking, but did not demonstrate tangible efforts to address trafficking of adults. Togolese law does not prohibit all forms of trafficking or criminalize the sex trafficking of adults. Article 4 of the 2006 labor code prohibits forced and compulsory labor, though its prescribed penalties of three to six months' imprisonment are not sufficiently stringent, and its definition of forced or compulsory labor includes some exceptions that constitute trafficking. The 2007 child code prohibits all forms of child trafficking and prescribes penalties of two to five years' imprisonment, which are sufficiently stringent, but not commensurate with those prescribed for other serious crimes, such as rape. The 2005 Law Related to Child Smuggling prescribes prison sentences of three months' to 10 years' imprisonment for abducting, transporting, or receiving children for the purposes of exploitation. Despite eight years of the *TIP Report* recommending the enactment of legislation criminalizing the trafficking of adults, the government did not take action during the reporting period to enact its draft legislation, which has remained pending since 2009.

The government reported 103 investigations, 76 prosecutions, and 54 convictions of trafficking offenders; an increase from the 85 investigations, 62 prosecutions and 40 convictions in 2013. It is unclear how many of these cases actually involved trafficking charges, as the government was unable to provide the details of these cases. The government did not provide any trafficking-specific training to its law enforcement officials. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. Experts reported judges were often reluctant to convict or fine parents who trafficked their children as they felt it would exacerbate the economic situation that drove a parent to commit the crime.

PROTECTION

The government sustained efforts to provide modest protection to child trafficking victims. In 2014, the government reported its identification of 712 potential victims of child trafficking, including 351 boys and 361 girls, compared with 580 identified in 2013; the majority of these children were intercepted and rescued prior to reaching their destinations, where they would have likely faced exploitation, typically as farm laborers or domestic servants. The government did not report the number of children referred to care facilities. Of the victims, 281 originated from Anie, a prefecture in the Plateaux region. The government did not identify any adult victims of trafficking.

In Lome, the Ministry of Social Affairs (MSA) continued to run a toll-free 24-hour helpline, *Allo* 10-11, which received an unknown number of calls regarding child trafficking and other forms of child abuse. The National Committee for the Reception and Social Reinsertion of Trafficked Children (CNARSEVT), Togo's national anti-trafficking committee comprised of government officials and NGOs, continued to operate jointly with the police an *ad hoc* referral system to respond to hotline tips. The MSA continued to operate two shelters; the Tokoin Community Center served as an intermediary shelter for child victims before transfer to care facilities managed by NGOs, while the Oasis Center provided shelter, legal, medical, and social services to child victims up to age 14. The government was unable to provide the total budget for victim assistance and protection.

CNARSEVT does not have procedures in place to facilitate the return and reintegration of Togolese nationals in a systematic fashion. The government did not offer temporary or permanent residency status to foreign victims facing hardship or retribution upon return to their country of origin. The government does not have a formal process in place to encourage victims to participate in the investigation and prosecution of their traffickers, and it is unclear whether any victims did so during the reporting period. There were no reports of child victims being penalized for unlawful acts committed as a direct result of being subjected to trafficking; the government does not consider adults as trafficking victims and, therefore, some unidentified adult victims may have been penalized for such crimes.

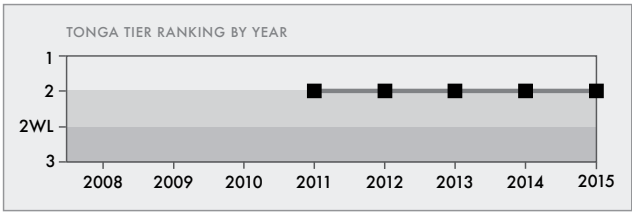
PREVENTION

The government sustained minimal efforts to prevent child trafficking during the year and showed no discernible efforts to prevent adult trafficking. The government employed 86 labor inspectors in the five regions of Togo during the reporting period, an increase of five inspectors from the previous year. The government reduced the demand for forced labor by outlawing and closing unlicensed sand and rock quarries, which commonly exploit children for forced labor. Additionally, the MSA initiated a program to partner with 30 traditional religious leaders to eliminate the practice of religious "apprenticeships"—a practice in which children are entrusted to religious leaders and are subsequently exploited in forced begging, forced domestic work, or sexual slavery when parents are unable to pay school fees. Although the government released a report on commercial child sexual exploitation in Togo in 2013, it did not take any discernible measures to decrease the demand for commercial sex acts. The government provided anti-trafficking training to Togolese troops prior to their deployment abroad on international peacekeeping missions. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

TONGA: Tier 2

Tonga is a destination country for women subjected to sex trafficking and, to a lesser extent, a source country for women and children subjected to domestic sex trafficking and forced labor. East Asian women, especially those from China, are prostituted in clandestine establishments operating as legitimate businesses; some East Asian women are recruited from their home countries for legitimate work in Tonga, paying large sums of money in recruitment fees, and upon arrival are forced into prostitution. Some Tongan women and children are reportedly subjected to involuntary domestic servitude.

The Government of Tonga does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government held a national human trafficking workshop facilitating the training of 15 Tongan officials. In addition, it provided 50,000 pa'anga ($26,200) to an NGO that assists women and child victims of crime, including potential trafficking victims. The government, however, failed to identify or directly assist any victims or make any law enforcement efforts using the newly passed anti-trafficking law. The government also did not make progress in establishing a national coordinating body on human trafficking issues or in developing anti-trafficking awareness campaigns.



RECOMMENDATIONS FOR TONGA:

Adopt procedures to proactively identify trafficking victims among vulnerable groups; increase training for law enforcement officials and labor inspectors on human trafficking, including on how to identify and assist victims; increase efforts to investigate and prosecute trafficking crimes and punish traffickers; provide Asian language interpretation services to facilitate identification of foreign victims and their subsequent referral to care and cooperation with law enforcement; enact a law or establish a policy to provide explicit protections for trafficking victims, such as restitution, legal and medical benefits, and immigration relief; develop and conduct anti-trafficking information and education campaigns; investigate, prosecute, and punish incidences of child sex trafficking and raise awareness of the problem; develop a national action plan; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government made negligible anti-trafficking law enforcement efforts. The Counter Terrorism and Transnational Organized Crime Act does not prohibit all forms of trafficking because it defines trafficking only as a transnational crime. This law prescribes penalties of up to 15 years' imprisonment for trafficking offenses involving adult victims and 20 years' imprisonment for offenses involving children; these penalties are sufficiently stringent and commensurate with penalties for other serious crimes, such as rape. Since convicting its first trafficker in April 2011, the government has not investigated any suspected trafficking cases or identified any trafficking victims. In partnership with a foreign donor, the attorney general's office led a human trafficking workshop for Tongan officials in May. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses.

PROTECTION

The government made negligible efforts to protect trafficking victims. The government did not identify or provide protective services to any victims during the reporting period. It did not develop or employ systematic procedures for the identification of victims among at-risk groups, such as undocumented migrants or women in prostitution. The government has procedures for referring crime victims to an NGO service provider for assistance but did not use these procedures for the referral of trafficking victims to care. The government provided 50,000 pa'anga ($26,200) to one local NGO for operations to assist women and child victims of crime; although trafficking victims were eligible to use these services, no identified trafficking victims benefited from its services in 2014. Under the Immigration Act, the principal immigration officer has broad discretionary authority to grant trafficking victims permits to stay in the country for any length of time necessary for their protection. Victims could be granted asylum in Tonga if they feared retribution or hardship in their country of origin, though no trafficking victim has ever requested asylum. Victims have the ability to file civil cases against their traffickers, but none filed such cases in 2014.

PREVENTION

The government made negligible efforts to prevent human trafficking. The government did not develop a national action plan to combat trafficking, establish a coordinating body to spearhead anti-trafficking efforts, or conduct educational campaigns to increase awareness of trafficking in Tonga. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. It also did not take action to reduce the demand for commercial sex acts or forced labor during the reporting period. Tonga is not a party to the 2000 UN TIP Protocol.

TRINIDAD AND TOBAGO: Tier 2 Watch List

Trinidad and Tobago is a destination, transit, and possible source country for adults and children subjected to sex trafficking and forced labor. Women and girls from the Dominican Republic, Guyana, Venezuela, and Colombia are subjected to sex trafficking in brothels and clubs, with young women from Venezuela especially vulnerable. Economic migrants from the Caribbean region, especially Guyana, and from Asia are vulnerable to forced labor. Victims have been subjected to forced labor in domestic service and the retail sector. Immigration officials note an increase in international criminal organizations' involvement in trafficking, and NGOs report young boys are coerced to sell drugs and guns. In a break with common practice, some traffickers have recently allowed victims to keep their passports, removing a common indicator of human trafficking in an attempt to avoid detection. Many other traffickers continue to confiscate victims' passports and travel documents. Economic migrants who lack legal status may be exposed to various forms of exploitation and abuse indicative

of trafficking. Trinidad and Tobago experiences a steady flow of vessels transiting its territorial waters, some of which may be engaged in illicit and illegal activities, including forced labor in the fishing industry. Complicity by police and immigration officials in trafficking crimes impeded anti-trafficking efforts. Law enforcement and civil society reported some police and immigration officers facilitated trafficking in the country, with some law enforcement officials directly exploiting victims. Anti-trafficking stakeholders reported some police officers had ties to sex trade establishments, which is likely to inhibit law enforcement's willingness to investigate allegations of trafficking in the sex trade.

The Government of Trinidad and Tobago does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The anti-trafficking unit sustained efforts to identify trafficking victims and refer them to care. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Trinidad and Tobago is placed on Tier 2 Watch List. The government investigated trafficking offenses—including potentially complicit law enforcement and immigration officials—but initiated only one prosecution against a suspected trafficker under its 2011 anti-trafficking law, a significant decrease compared with the 12 prosecutions during the previous reporting period. Immigration and police officers have been implicated in facilitating sex trafficking. The government has yet to convict any individuals under its anti-trafficking law and did not develop a national plan of action as mandated under the law.



RECOMMENDATIONS FOR TRINIDAD AND TOBAGO:

Prosecute cases investigated under the 2011 Trafficking in Persons Act and convict and sentence traffickers, including complicit immigration and law enforcement officials; continue to devote adequate resources to the anti-trafficking unit to carry out its mandate in the investigation of trafficking crimes and the identification and protection of victims and ensure those resources are effectively allocated; develop a national action plan to address law enforcement efforts, victim care, and interagency coordination related to trafficking crimes; formalize and widely disseminate procedures to guide all front-line officials in the identification and referral of potential victims, especially among foreign women in prostitution, migrant workers, and children; increase and provide adequate funding to NGOs to care for victims; continue training and outreach to educate officials about the manifestations of trafficking in the country; and implement a national public awareness campaign that addresses all forms of trafficking, including the prostitution of children and forced labor.

PROSECUTION

The government decreased its anti-trafficking law enforcement efforts. The Trafficking in Persons Act of 2011 prohibits both sex trafficking and forced labor and contains extensive victim protections. It prescribes penalties of 15 years' to life imprisonment, with fines, for trafficking crimes. The Children Act (2012)—which has yet to enter into force—prescribes penalties of 10 years' to life imprisonment for subjecting a child to prostitution, which are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. During the reporting period, the government's anti-trafficking unit investigated 35 possible cases of trafficking and confirmed four of the 35 were trafficking, including one forced labor and three sex trafficking cases. The government initiated the prosecution of one suspected sex trafficker under the 2011 anti-trafficking law, a decrease from the initiation of prosecutions against 12 defendants in 2013. The government has yet to convict a trafficker; all prosecutions from previous years remained pending, though one defendant died. The counter-trafficking unit led efforts to investigate sex trafficking and forced labor in the country and included a deputy director, police and immigration officers, a communications director, and a legal advisor; the director resigned in 2014, and the unit was without permanent leadership at the end of the reporting period. The unit trained more than 100 government officials on trafficking indicators and collaborated with authorities in Venezuela to investigate a suspected trafficking ring. In December, the counter-trafficking unit identified a trafficking network in which immigration and police officers were implicated in facilitating the sex trafficking of Venezuelan women by helping to regularize victims' immigration status and providing protection to the operation. The investigation was ongoing at the end of the reporting period. The government did not report any new investigations, prosecutions, or convictions of government employees complicit in trafficking offenses; prosecutions against three law enforcement officials for trafficking remained ongoing.

PROTECTION

The government sustained efforts to identify and protect trafficking victims. The government identified and referred eight foreign trafficking victims to care—six sex trafficking and two forced labor victims, seven female and one male victim—compared with nine victims identified in 2013. The counter-trafficking unit partnered with NGOs to provide services to victims. NGOs reported deficiencies in the counter-trafficking unit's ability to arrange assistance for victims, which they attributed to decreased engagement between the unit and service providers. The counter-trafficking unit spent approximately 1 million Trinidad and Tobago dollars ($157,000) on victim care and protection. It provided funding to NGOs that in turn provided direct care and assistance; however, experts reported the government did not effectively allocate funding and resources to NGOs and other service providers. After an initial security assessment by the government, victims were allowed freedom of movement while staying in NGO-run shelters.

The counter-trafficking unit established standard operating procedures for reporting suspected trafficking cases. Immigration officials reported using the operational guide for victim identification, though procedures remained *ad hoc* in practice, and limited interagency coordination hindered progress. The government did not punish any identified trafficking victims for crimes committed as a direct result of a trafficking situation; however, unidentified victims were vulnerable to being inadvertently punished or charged with immigration or prostitution violations. Two of the victims identified during the reporting period, both Venezuelan women, were temporarily held in immigration detention after their traffickers released them. The counter-trafficking unit intervened for their release and referred them to care. The government

provided three foreign trafficking victims with work and residence permits to remain in the country to assist law enforcement in trafficking investigations, a best practice in victim protection and reintegration. Most foreign victims provided a statement prior to repatriation. Victims that chose to participate in the trial process were afforded witness protection and were able to return to their home countries between court hearings. Some NGOs raised concerns the counter-trafficking unit did not always adhere to best practices in victim assistance. The government partnered with an internal organization and victims' home governments to ensure safe and responsible repatriation for victims.

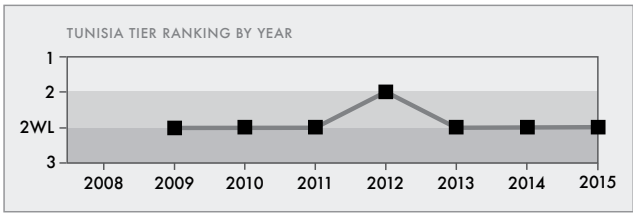
PREVENTION

The government sustained limited efforts to prevent trafficking. NGOs engaged in anti-trafficking work, however, reported a continued lack of awareness among government stakeholders and the general population. The government established an inter-ministerial national taskforce on trafficking in accordance with the anti-trafficking law. The taskforce convened once during the reporting period and did not develop a draft national plan of action, as mandated under its law. The counter-trafficking unit drafted, but did not release, a public report on government anti-trafficking efforts in 2014. The government did not launch a sufficient country-wide official awareness campaign to educate the public and officials about sex trafficking and forced labor. In March 2015, the counter-trafficking unit launched a toll-free hotline to receive reports of suspected human trafficking cases. The government provided anti-trafficking training or guidance for its diplomatic personnel. The government did not make efforts to reduce the demand for commercial sex acts. Authorities did not report any cases of child sex tourism investigated or prosecuted during the reporting period.

TUNISIA: Tier 2 Watch List

Tunisia is a source, destination, and possible transit country for men, women, and children subjected to forced labor and sex trafficking. According to a baseline study conducted in 2012, Tunisian youth are subjected to various forms of trafficking which appear to be consistent with previously reported patterns. According to the study, Tunisian girls, mainly from the northwest, work as domestic servants for wealthy families in Tunis and major coastal cities. Some child domestic workers experience restrictions on movement, physical and psychological violence, and sexual abuse. International organizations have reported an increased presence of street children and rural children working to support their families in Tunisia since the 2011 revolution; according to the baseline study, these children are vulnerable to forced labor or sex trafficking. Tunisian women have reportedly been forced into prostitution under false promises of work both within the country and elsewhere in the region, such as Lebanon, the United Arab Emirates, and Jordan. Women from West and East Africa may be subjected to forced labor as domestic workers. Migrants fleeing unrest in neighboring countries continue to be vulnerable to trafficking. Security officials report organized gangs force street children to serve as thieves and beggars and to transport drugs.

The Government of Tunisia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Tunisia is placed on Tier 2 Watch List for a third consecutive year. Tunisia 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. Parliament did not pass draft anti-trafficking legislation. The government reported investigating potential trafficking crimes in 2014 and using existing laws to prosecute trafficking offenders for crimes related to trafficking. It did not, however, provide precise data on the number of convictions or the length of sentencing. The government did not fully implement victim identification guidelines and the national referral mechanism. In a positive change from the previous reporting period, in 2014 the government identified trafficking victims and provided them protection services, including shelter, dedicated specifically for such victims.



RECOMMENDATIONS FOR TUNISIA:

Urgently enact anti-trafficking legislation that prohibits and adequately punishes all forms of human trafficking consistent with the 2000 UN TIP Protocol; in the absence of a new law, use existing criminal statutes to prosecute trafficking offenses, and convict and punish offenders with imprisonment; implement and utilize formal procedures to proactively identify trafficking victims among vulnerable groups, such as street children, undocumented migrants, girls and women in domestic service, and persons in prostitution; provide adequate protection services, including shelter, for all trafficking victims as distinct from other vulnerable groups, and expand efforts to ensure shelter staff are appropriately trained to provide trafficking victims with specialized care; fully implement the national victim referral mechanism to ensure all trafficking victims can access protection services; ensure victims are not punished for unlawful acts committed as a direct result of being subjected to trafficking, such as prostitution or immigration violations; continue to conduct anti-trafficking trainings for all officials; and continue to implement anti-trafficking awareness campaigns.

PROSECUTION

The government demonstrated minimal anti-trafficking law enforcement efforts. The absence of an anti-trafficking law hindered law enforcement efforts, including data collection and case management, and contributed to the government's inability to differentiate between human trafficking and human smuggling crimes. In various disparate statutes, Tunisia's penal code prohibits some forms of human trafficking but prescribes penalties that are not sufficiently stringent or commensurate with penalties prescribed for other serious crimes, such as rape. The penal code prescribes only one to two years' imprisonment for forced child begging and 10 years' imprisonment for capturing, detaining, or sequestering a person for forced labor. The penal code prescribes

five years' imprisonment for forced prostitution of women and children, whereas the penalties prescribed for rape range from five years' imprisonment to the death penalty. The government did not report data on prosecutions and convictions of human trafficking offenders, though it reported data on trafficking-related crimes, such as begging, prostitution, and labor violations. Tunisian authorities reportedly investigated 25 potential trafficking cases involving 59 victims in 2014. In May 2014, in partnership with an international organization, the government organized an anti-trafficking conference for Tunisian officials and experts from governments in the region and international organizations. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government demonstrated some progress in its victim identification and protection efforts. Judicial police reportedly identified 59 trafficking victims, and the Ministry of Social Affairs (MSA) provided protection services to 24 victims in 2014—an improvement from 2013 when the government did not identify or protect any trafficking victims. In February 2015, three MSA-operated social centers for vulnerable populations in Tunis, Sousse, and Sfax began providing facilities specifically dedicated to trafficking victims with trained personnel. These centers were available to all trafficking victims regardless of nationality and gender. The center in Tunis held a dedicated office for male and female trafficking victims with a trained social worker and offered medical and psychological exams; it provided services to 24 trafficking victims from April 2014 to February 2015. Additionally, under the auspices of the MSA and the Ministry of Women's Affairs, the government continued to operate several centers providing services to vulnerable groups, including both foreign and domestic trafficking victims. These centers provided various services, such as shelter, clothing, psychological services, drug rehabilitation, *pro bono* legal aid, and free medical care through to the Ministry of Health. The government continued to provide shelter, counseling, medical aid, and financial assistance to repatriated Tunisians; however, it is unclear how many Tunisian victims benefited from these services in 2014.

The government did not fully implement its national victim referral mechanism, developed in 2013, to refer trafficking victims to social centers managed by the MSA or NGO-run shelters that focused on other vulnerable groups. While the mechanism was employed by officials in some instances, it was not utilized by all relevant ministries. Throughout the reporting period, the government provided training to law enforcement, immigration, and social services officials to identify trafficking victims among high-risk populations. Despite this training, the government did not implement systematic policies and procedures to protect unidentified victims from punishment as a direct result of being subjected to human trafficking, such as women or children in prostitution or illegal immigrants. The government reportedly offered temporary residency status and repatriation services—in coordination with international organizations—to foreign trafficking victims, although it was unclear how many victims were provided this service in 2014. The government did not have any policies in place to encourage victims to participate in the prosecution of their traffickers, nor did it offer foreign trafficking victims legal alternatives to their removal to countries where they might face hardship or retribution.

PREVENTION

The government made some progress to prevent trafficking. The inter-ministerial anti-trafficking working group began meeting monthly in 2014 to coordinate anti-trafficking policy, with representation from civil society and international organizations. In early 2015, the working group drafted a national anti-trafficking action plan outlining proposed efforts to raise awareness, build institutional capacity and train officials, enact draft anti-trafficking legislation, and improve victim protection measures. To prevent fraudulent labor recruitment practices, the Ministry of Professional Training and Employment (MOPTE) ordered 24 unauthorized recruitment bureaus to formally register with the ministry. MOPTE officials also conducted a public awareness campaign during the reporting period to warn job seekers about the risks of dealing with unauthorized recruitment bureaus. In 2014, MOPTE formally requested the Ministry of Interior close and file lawsuits against 15 recruitment agencies for failing to comply with labor regulations and other infractions, such as providing misleading information to applicants, extortion, and fraud. The government did not report efforts to reduce the demand for commercial sex acts. The government provided anti-trafficking training for its diplomatic personnel.

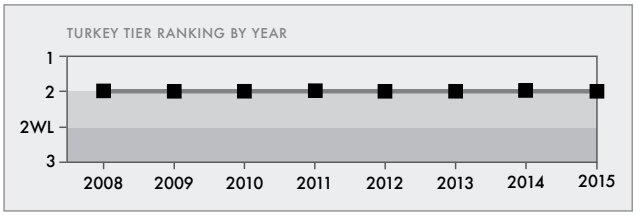
TURKEY: Tier 2

Turkey is a destination and transit country, and to a lesser extent source country, for women, men, and children subjected to sex trafficking and forced labor. Trafficking victims in Turkey are primarily from Central and South Asia, Eastern Europe, Syria, and Morocco. In previous years, Georgian men and women have been subjected to forced labor. Foreign victims are offered cleaning and childcare jobs in Turkey and, upon arrival, traffickers force them into prostitution in hotels, discos, and homes. Turkish women may be subjected to sex trafficking within the country and have been reported as victims in Europe. The government and NGOs report traffickers increasingly use psychological coercion, threats, and debt bondage to compel victims into sex trafficking. Transgender persons are particularly vulnerable to trafficking, suffering from lack of protection by authorities and alleged police violence. Ethnic Roma and Syrian children are subjected to begging on the street; some of these children may be vulnerable to trafficking.

Displaced Syrian, Afghan, and Iraqi nationals are increasingly vulnerable to trafficking in Turkey, particularly as an estimated one million Syrians and 100,000 Iraqis arrived in Turkey during the reporting period and face high rents and little or no access to legal employment. An increasing number of Syrian refugee children engage in street begging, and also work in restaurants, textile factories, markets, mechanic or blacksmith shops, and agriculture, at times acting as the breadwinners for their families; they are highly vulnerable to forced labor. Syrian refugee women and girls are vulnerable to sex trafficking by prostitution rings—including those run by extremist groups. Syrian girls are reportedly sold into marriages with Turkish men, in which they are highly vulnerable to domestic servitude or sex trafficking. International organizations and the media indicate a potential growing trend involving foreign men, women, and children—particularly from Central Asia—fraudulently recruited or coerced to join extremist fighters in Syria, sometimes through false promises of employment in Turkey or threats of deportation from the country; some of these individuals may willingly join ISIL militants, including some girls allegedly offering

to marry fighters, but are subsequently forced to remain in Syria against their will. Reports indicate youth participate in Kurdistan Workers' Party (PKK) forces, a group designated as a terrorist organization by the U.S. and Turkish governments; uncorroborated reports suggest Kurdish children are sometimes kidnapped and forced to participate in PKK forces.

The Government of Turkey does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government increased law enforcement efforts against trafficking offenders, including complicit government officials, and it identified more victims in comparison to the previous year. Despite these efforts, the government ceased funding for three NGO-run trafficking shelters in mid-2014, which left the shelters nearly inoperable until they received funding from outside sources. The government's protocol to identify victims was not reliably applied, and NGOs alleged there were cases where sex trafficking victims were arrested, detained, and deported for crimes committed as a result of being subjected to trafficking. The government continued to deny children and Turkish nationals were among trafficking victims. Some officials, including police, downplayed the seriousness of the crime and failed to recognize the need for increased vigilance to combat trafficking among the refugee population.



RECOMMENDATIONS FOR TURKEY:

Vigorously investigate and prosecute trafficking offenders, including complicit officials and forced labor offenders, and provide comprehensive law enforcement statistics to demonstrate such efforts against trafficking; utilize the referral mechanism to significantly increase victim identification efforts among vulnerable populations, such as refugees, women and girls in prostitution, and children begging in the streets, and provide specialized care for child, Turkish, and male victims; train law enforcement and other first-responders on victim identification, including recognizing the signs of non-physical methods of control used by traffickers; increase cooperation with NGOs and international organizations in victim identification and referral to assistance; establish a victim-centered framework for victim identification and assistance with stable funding and institutionalized partnerships with NGOs; provide victims unhindered access to protection services, including through the funding of NGO-led shelters; ensure the interagency anti-trafficking taskforce provides effective implementation of policy; and increase incentives for victims to voluntarily assist in the investigation and prosecution of traffickers, including the use of victim advocates.

PROSECUTION

The government demonstrated increased anti-trafficking law enforcement efforts to combat sex trafficking, but it did not take direct action to address forced labor crimes. Article 80 of Turkey's penal code prohibits both sex and labor trafficking by use of force, threats, or abuse of power, and prescribes penalties of eight to 12 years' imprisonment. Article 227(1) prohibits the facilitation of child prostitution and prescribes penalties of four to 10 years' imprisonment. Penalties under both articles are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The 2013 "Foreigners and International Protection Act" provides a legal definition of trafficking and establishes trafficking victims' eligibility for a special type of residence permit that can be renewed for up to three years.

The Ministry of Justice reported prosecuting 749 suspects in 71 sex trafficking cases under article 80 in the first three quarters of 2014. It did not provide the details of these cases. Separately, the Turkish National Police (TNP) reported conducting 30 operations resulting in the detention of dozens of suspected traffickers and the identification of 100 potential victims. In March 2015, the media reported a Turkish ISIL militant operating in Turkey was arrested and charged with forcing Syrian refugee girls into prostitution in the southern Turkish province of Hatay; the trial was ongoing at the end of the reporting period. During the first three quarters of 2014, of 62 cases completed involving 285 suspects, Turkish courts were without the jurisdiction to try 44 suspects and acquitted 216 defendants. Courts convicted 25 traffickers under article 80; however, only four received terms of imprisonment, with 21 receiving suspended sentences. The prosecutions and convictions reported in 2014 marked an increase from 2013, when the government prosecuted 196 defendants in 32 cases and convicted 17 traffickers. Nevertheless, the government again did not prosecute any forced labor crimes. In 2014, the government prosecuted three officials complicit in human trafficking under articles 227 and 80; though the details of these cases were unclear, two of the offenders were sentenced to terms of imprisonment and one was acquitted. While NGOs claimed some officials were complicit in the trafficking of Syrians, the government's investigation of such claims found no evidence of trafficking crimes. The government reported entering into anti-trafficking cooperation agreements with various countries in Central Asia and Eastern Europe, and it began criminal processes against 26 alleged traffickers in cooperation with Georgian authorities during the reporting period. The government trained 3,028 officials in 2014.

PROTECTION

The government increased efforts to identify trafficking victims, but did less to provide protection services. The government identified 50 potential trafficking victims during the first three quarters of 2014, 43 of whom were victims of sexual exploitation and seven were victims of labor exploitation, which may include trafficking crimes; this represented a significant increase from the 15 adult female victims of sex trafficking identified in 2013. Two of the victims identified were children. The victims were predominantly from Central Asia, Eastern Europe, and Syria. Twenty-six victims accepted support services and 24 elected for immediate repatriation, which the government facilitated. Though the TNP reported 100 potential trafficking victims discovered through law enforcement operations, it did not report referring them to protection services. Additionally, because the government did not recognize children engaged in begging or Turkish nationals could be trafficking victims; these populations were not identified or referred to care. The government reported utilization of its national referral mechanism for victim identification and assistance, which included law enforcement, civil society groups, embassies, and international organizations. During the reporting period, the government issued two directives to officials with guidance on victim identification procedures. In September 2014, the

government began cooperation with the EU to improve victim identification measures, update the national referral mechanism, and broaden anti-trafficking trainings; however, the government did not provide funding for these efforts. The government did not ensure trafficking victims were not punished for unlawful acts committed as a direct result of being subjected to human trafficking. For example, front-line police officers often failed to identify sex trafficking victims, particularly among women in prostitution, and deported them without providing them access to victim assistance. NGOs continued to report some first-line responders and police officers were not trained in victim identification and assistance, and police and prosecutor re-assignments and firings made it difficult for NGOs to coordinate effectively with law enforcement officials.

In September 2014, the government ceased funding three NGO shelters offering assistance to victims, including psychological and medical care, legal counseling on humanitarian visa and residence permit issuance, and counseling on their rights to return home. These shelters were also closed during part of the reporting period while the NGOs waited for an international donor project to fund them. These shelters continued to be underutilized due to law enforcement's inability to proactively identify and refer victims to shelter services. The government did not offer specialized facilities for child trafficking victims, but reported the protection and rehabilitation services for child victims of domestic violence would be used for child trafficking victims; however, similar to the previous reporting period, no data was provided to specify if child trafficking victims accessed such services. The government reported domestic and foreign victims would be given the same assistance; however, the government did not identify Turkish victims. The government continued to allow automatic residency status for 30 days to any identified foreign trafficking victim, who had the option to apply for extensions of that status for up to three years; victims were not repatriated unless they requested it.

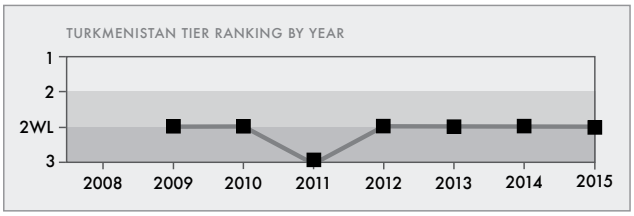
PREVENTION

The government demonstrated improved prevention efforts. The government convened its interagency taskforce on combating human trafficking in December 2014 for the first time since 2012; however, the government did not update its 2009 national action plan. The government continued to fund an international organization-run hotline for trafficking victims and law enforcement tips, and it publicized the phone number on pamphlets and posters in airports and other ports of entry around the country. The government also conducted public outreach on human trafficking in mid-2014 and the TNP published monthly bulletins on anti-trafficking issues. In September 2014, the government conducted field research on the trafficking of Syrian refugees and officials allegedly involved in such crimes. Though the research revealed officials were not involved in these crimes, the government committed to prevent the trafficking of this vulnerable group. The government neither made efforts to reduce the demand for commercial sex acts or forced labor, nor demonstrated efforts to prevent child sex tourism by Turkish nationals traveling abroad; furthermore, it denied child sex tourism occurred within Turkey or involving its nationals abroad. Turkish armed forces participated in anti-trafficking training prior to their deployment abroad on international peacekeeping missions. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

TURKMENISTAN: Tier 2 Watch List

Turkmenistan is a source country for men, women, and children subjected to forced labor and sex trafficking. Men and women from Turkmenistan are subjected to forced labor after migrating abroad for employment in the textile, agricultural, construction, and domestic service sectors. Turkmen women and girls are also subjected to sex trafficking abroad. Residents of rural areas are most at risk of becoming trafficking victims. International organizations report that the proportion of male victims subjected to trafficking abroad increased to surpass female victims in 2014. Turkey and Russia are the destinations of most Turkmen victims, followed by other countries in the Middle East, South and Central Asia, and Europe. An international organization estimates between 10 and 15 trafficking victims return to Turkmenistan each month. Turkmen nationals are subjected to forced labor within the country in the informal construction industry. Participation in the cotton harvest is compulsory for some public sector employees, who face termination if they refuse to work or are unable to pay for a surrogate worker. State officials in the Lebap and Dashoguz regions reportedly required some business owners to send staff to pick cotton.

The Government of Turkmenistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Turkmenistan is placed on Tier 2 Watch List for a fourth consecutive year. Turkmenistan was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking, and it has committed to devoting sufficient resources to implement that plan. The government continued to convict trafficking offenders under its anti-trafficking statute and actively partnered with an international organization to organize official trainings and draft a 2016-2018 national action plan to combat trafficking. The government, however, did not demonstrate adequate efforts to identify and protect victims; rather, officials penalized some trafficking victims for acts committed as a result of being subjected to trafficking.



RECOMMENDATIONS FOR TURKMENISTAN:

Finalize and adopt the 2016-2018 national action plan; develop systematic procedures to identify and refer potential victims to protection services; train border guards, police, and other relevant officials on such procedures; establish safeguards and train officials to ensure victims are not punished for unlawful acts, such as migration violations and prostitution, committed as a direct result of being subjected to trafficking; ; continue to use Article 129 to investigate and prosecute suspected trafficking offenses, respecting

due process, and convict and punish trafficking offenders; continue to provide training for relevant government authorities on the proper application of Article 129; improve implementation of the protection provisions in the 2007 anti-trafficking law; provide financial or in-kind assistance to anti-trafficking organizations providing assistance to victims; develop a formal process for encouraging victims to assist in investigating and prosecuting suspected traffickers; increase awareness efforts among the general public; and continue to develop formal relationships with civil society groups to coordinate national anti-trafficking efforts.

PROSECUTION

The government demonstrated some progress in anti-trafficking law enforcement efforts. The government prohibits all forms of trafficking in persons through Article 129 of its criminal code. Prescribed penalties under this statute range from four to 25 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. However, Article 129 provides that, unless certain aggravating circumstances are present, a convicted trafficking offender would not be sentenced if he or she voluntarily freed the victim. Turkmenistan's 2007 anti-trafficking law sets forth the anti-trafficking responsibilities of government agencies and includes measures to protect trafficking victims as well as prevention strategies. In 2014, the government reported it initiated prosecution of six cases against an unknown number of defendants and convicted nine offenders under Article 129, compared with three convictions in 2013. All of these cases involved Turkmen citizens recruited by other Turkmen citizens and exploited in foreign countries. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. In April 2014, 20 law enforcement officials, judges, and prosecutors attended training conducted by OSCE on trafficking prevention mechanisms, the role of law enforcement in prosecutions, and coordination with other countries. The prosecutor general's office and the State Migration Service (SMS) reported they independently trained their officials on trafficking-related issues.

PROTECTION

The government made limited efforts to protect and assist victims. The government did not provide services to victims of trafficking, nor did it fund international organizations or NGOs to provide such services. The government identified 19 victims of trafficking in 2014, a decrease from 33 victims identified in 2013. An international organization reported assisting 62 victims; however, the government did not provide funding in support of this provision of care. An NGO operated one shelter for female trafficking victims in Turkmenistan with foreign donor funding. The shelter provided services to eight female victims in 2014. Local NGOs assisted all 62 victims with medical counseling services, vocational training, and transportation. Government officials informally referred suspected trafficking victims to an international organization, which screened and later referred victims to the shelter. The prosecutor general's office reported repatriated victims of trafficking could apply for free medical care; however, NGOs indicated victims were occasionally required to pay for their own treatment. The government had no formal process for encouraging victims to assist in investigating and prosecuting traffickers. Prosecutors recognized the right of victims to come forth voluntarily and reported they would not pressure victims into giving information. At times, authorities punished trafficking victims for crimes committed as a result of being subjected to trafficking. After Turkmen victims returned home following their deportation from other countries, the SMS reportedly blocked them from exiting Turkmenistan for a period of up to five years and fined them for overstaying their visas while abroad. The government made no attempts to identify sex trafficking victims among women arrested for engaging in prostitution and, consequently, officials may have penalized sex trafficking victims for prostitution offenses.

PREVENTION

The government made some efforts to prevent human trafficking. In partnership with an international organization, the government established a working group and held three meetings to draft a 2016-2018 national action plan to combat trafficking; however, at the end of the reporting period, the government had not yet finalized and adopted this plan. However, the government adopted an interim written plan. In 2014, the government remained without an anti-trafficking coordinating body. The government approved the requests of an international organization and NGOs to conduct public information events and campaigns, including through radio, newspaper, and other media outlets. The government provided in-kind contributions for training provided by international organizations. The government provided anti-trafficking training or guidance for its diplomatic personnel. The stateless population in Turkmenistan, mostly consisting of former Soviet citizens, was vulnerable to trafficking. In 2014, the SMS worked with UNHCR to grant Turkmen citizenship to 786 formerly stateless persons. While the government made efforts to reduce the demand for commercial sex acts by prosecuting clients of those in prostitution, its failure to screen women in prostitution for trafficking victimization raised concerns about overall law enforcement efforts targeting the sex trade.

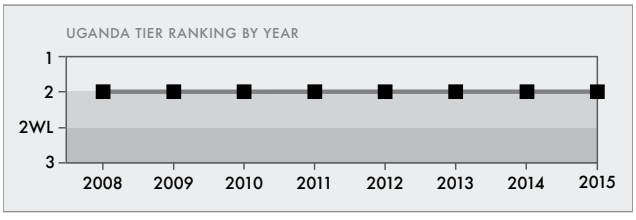
UGANDA: Tier 2

Uganda is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Ugandan children as young as seven are exploited in forced labor within the country in agriculture, fishing, forestry, cattle herding, mining, stone quarrying, brick making, car washing, scrap metal collection, street vending, bars, restaurants, and the domestic service sector. Prisoners in pre-trial detention engage in forced labor alongside convicts. Girls and boys are exploited in prostitution. Women and children from Uganda's remote and underdeveloped Karamoja region are particularly vulnerable to domestic servitude, commercial sexual exploitation, and forced begging. Children from the Democratic Republic of the Congo (DRC), Rwanda, Burundi, Kenya, Tanzania, and South Sudan are subjected to forced agricultural labor and prostitution in Uganda. Ugandan children are taken to other East African countries for similar purposes and forced to engage in criminal activities. Additionally, many Karamojong children are brought to towns in Eastern Uganda where they endure forced labor in grazing and domestic servitude or to Kampala where they are exploited. South Sudanese children in refugee settlements in northern Uganda are vulnerable to trafficking, and UNHCR suspects instances of trafficking involving this population. Until August 2006, the Lord's Resistance Army (LRA) abducted children and adults in northern Uganda to serve as soldiers, sex slaves, and porters; Ugandan children and adults previously abducted remain unaccounted for, and some remain captive with LRA elements in the DRC, Central African Republic, and South Sudan.

Licensed and unlicensed Kampala-based security companies and employment agencies continued to recruit Ugandans to work as security guards, laborers, and drivers in the Middle East. Some Ugandan migrant workers endured forced labor in Saudi Arabia, Qatar, and Kuwait, even when recruited by licensed agencies. Official complicity hindered government oversight of labor recruitment agencies. Despite a continued ban on recruiting domestic workers for employment overseas, licensed and unlicensed agencies circumvented this ban, recruiting for "cleaners" or other trades with the intent of employing women in domestic work. Some Ugandan women fraudulently recruited for employment in the Middle East were exploited in forced prostitution in the United Arab Emirates (UAE), Oman, Saudi Arabia, and Qatar. Kampala-based labor recruiters and brokers also operated in Rwanda, and Nairobi-based recruiters were active in Uganda, recruiting Ugandans and resident Rwandans and Kenyans through fraudulent offers of employment in the Middle East and Asia.

A network of Ugandan women reportedly coordinated sending Ugandan women for exploitation in forced prostitution across East Asia. Some of these women transit through the UAE, India, and China—where they may also be subjected to forced prostitution—*en route* to destinations in East Asia. During the reporting period, the government reported the top destination countries for Ugandan trafficking victims remained Kuwait, the UAE, and Kenya, with the largest number of Ugandan victims identified in Kuwait.

The Government of Uganda does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government investigated 293 trafficking cases in 2014, an increase from 159 cases reported the previous reporting period. It reported 23 prosecutions and four convictions in 2014, in comparison with two convictions the previous reporting period. It maintained strong efforts to identify trafficking victims, but failed to provide them with adequate services, relying on international organizations and NGOs to provide necessary care. During the year, the Counter-Trafficking in Persons (CTIP) office—under the strong leadership of its national coordinator—made efforts to raise public awareness. Nonetheless, the government's limited allocation of resources to the CTIP office, the Ministry of Gender, Labor, and Social Development (MGLSD), and its External Employment Unit (EEU) substantially endangered the welfare of victims and inhibited progress overall.



RECOMMENDATIONS FOR UGANDA:

Significantly increase the availability of victim services by allocating resources to the MGLSD for direct care provision or provide support to NGOs that do so; designate an official focal point to oversee provision of trafficking victim protection services; increase the number of staff and funding dedicated to the CTIP office and for anti-trafficking efforts within the EEU and the Ministry of Internal Affairs (MIA); allocate increased funding to Ugandan embassies to better assist trafficking victims abroad and consider establishment of a mission in Kuwait; establish policies and procedures for all front-line officials to identify and interview potential trafficking victims and transfer them to entities providing formal victim assistance; finalize regulations to fully implement the protection and prevention provisions of the 2009 Prevention of Trafficking in Persons (PTIP) Act; increase efforts to prosecute, convict, and punish trafficking offenders; complete amendments to labor export regulations and use existing laws to investigate and punish licensed and unlicensed labor recruiters and criminal entities responsible for knowingly sending Ugandans into forced labor or prostitution abroad; institutionalize anti-trafficking training, including victim identification techniques, for all front-line officials, including diplomatic personnel; establish a unified system of documenting and collecting data on human trafficking cases for use by law enforcement, labor, and social welfare officials; expand the anti-trafficking public awareness campaign with a particular focus on forced labor; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government maintained strong anti-trafficking law enforcement efforts. The 2009 PTIP Act prohibits all forms of trafficking, prescribing punishments of 15 years' to life imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Amendments proposed by the EEU to the existing regulations governing the recruitment of Ugandan workers for overseas employment, intended to increase oversight of employment contracts and extend criminal liability for trafficking offenses to labor recruiters, remained pending for the third consecutive year.

The government reported 293 investigations, 23 prosecutions, and four people convicted in 2014. As the anti-trafficking act prohibits illegal adoption and child selling, these government-reported statistics may include such cases, which are not considered trafficking in persons under the UN TIP Protocol definition unless the adoption and child selling is for the purpose of forced labor or sex trafficking. In one case, the government sentenced two convicted offenders to 27 and 25 years for aggravated trafficking for selling two children into labor exploitation. The government charged a senior manager with the Ministry of Finance with aggravated trafficking for allegedly luring five girls and women to Kampala under false pretenses, with intentions of trafficking them; this case remained pending at the end of the reporting period. The government did not report any additional investigations, prosecutions, or convictions of government employees complicit in human trafficking or trafficking-related offenses, including civil service officials and members of Parliament who own labor recruitment firms and interfere in the certification of some firms, and, at times, use promises of good jobs abroad as a means to seek votes. During the reporting period, an international NGO released a report documenting cases of sexual abuse and exploitation of Somali women and girls, including trafficking victims, by Ugandan personnel in the African Union Mission in Somalia (AMISOM). An African Union investigation into the allegations concluded there was evidence of the existence of such sexual exploitation and abuse by AMISOM personnel. The Uganda People's Defense Force (UPDF) sent an investigation team to Somalia, which identified up to five suspects for prosecution. A foreign donor, in coordination with the UPDF, trained troops on human rights, trafficking in persons, and sexual abuse issues prior to their deployment for the stabilization mission in Somalia or international peacekeeping missions elsewhere. The government's ability to cooperate internationally on trafficking investigations—specifically

those involving the trafficking of Ugandan women to the Middle East and Asia—was hampered due to lack of funding. However, the government maintained its cooperative efforts with Rwanda, Kenya and South Sudan. In May 2014, officials from the Ugandan police and INTERPOL participated in a regional operation against cross-border crime, covering Eastern and Southern Africa, during which 13 trafficking victims were rescued, including 10 men from Ghana rescued from forced labor in Uganda and three Ugandan women removed from forced labor and sexual exploitation in the UAE.

In January 2015, the National Taskforce trained 50 police officers on anti-trafficking measures and an additional 392 officials, including police officers, magistrates, civil aviation officers, and licensed labor recruitment companies on identification and management of trafficking victims, investigation procedures of trafficking cases, and implementation of the PTIP Act. Nonetheless, some judicial officers were not aware of the PTIP Act. NGOs reported trafficking victims are often paid monetary settlements by suspects to withdraw their requests and support for trafficking prosecutions.

PROTECTION

The government did not demonstrate improved protection efforts, as it failed to provide victims with care or to support organizations that did so. It did not complete implementing regulations for the 2009 PTIP Act or allocate funding for the implementation of its victim protection provisions. The government reported providing medical treatment to victims through the National Taskforce; however, it continued to rely on NGOs and international organizations to provide the majority of victim services. The government reported its identification of at least 293 victims; however, it remained without procedures for use by all front-line officials in the systematic identification of victims among high-risk groups. Likewise, Uganda remained without a formal process to refer victims to protective services, but the National Taskforce consulted with international organizations and NGOs to coordinate victim support on an *ad hoc* basis. Victim care remained inadequate and services available were primarily for women.

Although the government provided travel documents to victims stranded overseas, it did not fund return travel or provide medical care or shelter to these or other repatriated trafficking victims upon their return to Uganda. During the reporting period, the CTIP office assisted 76 young Ugandan women by providing services including consular support, travel documents, and liaising with families of victims; the Ministry of Foreign Affairs collaborated with NGOs to provide counseling and temporary shelter to these women. The government did not provide any repatriation assistance to trafficking victims in 2014, although an international organization did. The government did not provide adequate shelter for many transnational victims identified outside of Uganda; it lacked safe housing to temporarily house victims. Street children, including potential trafficking victims, are often temporarily held for up to three months at an under-resourced MGLSD juvenile detention center that provided food, medical treatment, counseling, basic education, and family-tracing services. Reports indicate police and communities treat street children as criminals, arbitrarily arresting, detaining, and beating them, and forcing them to clean detention facilities. The government has not established appropriate systems to ensure such children do not reappear on the streets. While Ugandan law permits foreign trafficking victims to remain in Uganda during the investigation of their cases and to apply for residence and work permits, the government reported that no permits were requested because all foreign victims chose to return home during the reporting period.

PREVENTION

The government increased its efforts to prevent human trafficking through engagement with the media, but oversight of labor recruitment agencies remained inadequate. The MIA continued to oversee the government's CTIP office, led by the national coordinator, an assistant police commissioner, to coordinate government anti-trafficking efforts. The staffing and budget of the CTIP office remained inadequate. The National Taskforce—coordinated by the CTIP office—conducted regular meetings and continued publishing quarterly reports used to monitor the government's anti-trafficking efforts. In consultation with NGOs, CTIP completed its draft of a national action plan; however, it awaited cabinet approval at the end of the reporting period.

In 2014, the government continued its robust national awareness campaigns—composed of talks, media outreach, and distribution of written materials. CTIP, with support from a foreign donor, produced 60,000 brochures for anti-trafficking purposes, to be placed in Ugandan passports. Additionally, the National Taskforce placed banners at MIA Offices of Police Special Investigation Division, and INTERPOL with information on identifying traffickers and getting help.

INTERPOL continued additional screening for trafficking indicators for those attempting to emigrate for work. In April 2014, MIA, through the National Security Information System project, initiated a biometric national identification register. The project aimed to register 18 million people in which 16 million people had been registered by the end of the reporting period. Immigration officials scrutinized travel documents, passports, and reasons for travel before clearing travelers to depart Uganda for work in foreign countries; this involved passport confiscation and denying Ugandan citizens their freedom of movement, which reportedly led migrants to take more precarious routes through neighboring countries, such as Kenya.

In 2014, the MGLSD initiated its review of the regulations on the export of labor for the purpose of addressing trafficking loopholes used by recruitment agencies. Nonetheless, it did not report progress in the implementation of the Foreign Labor Recruitment Guidelines and Regulations, developed in the previous reporting period. Beyond corruption interfering in the oversight of labor recruitment firms, the EEU remained understaffed, preventing adequate implementation of its mandate; it failed to conduct monitoring visits of employment agencies, as done in the previous reporting period. The government did not report on its efforts to close down unlicensed recruitment agencies or suspend the licenses of those suspected of facilitating human trafficking; it merely recommended recruitment agencies bear the responsibility for repatriation of victims or face deregistration. The government did not pursue criminal prosecution—under the 2009 anti-trafficking act—of these or other agencies for their role in fraudulent recruitment of Ugandans for overseas employment. MGLSD led the National Taskforce efforts in negotiating bilateral agreements with Kuwait, Saudi Arabia, and Qatar; however, it did not finalize such formal agreements with destination countries—limiting the government's ability to facilitate investigations and victim rescues abroad. The government continued to hold orientation sessions for Ugandans departing for work abroad, including how to seek

assistance if abuse occurs. Although initially dismissed on procedural grounds, the March 2011 civil case against the attorney general, the inspector general of police (IGP), the director of public prosecution (DPP), and a labor recruitment agency for allegedly trafficking 155 Ugandan women to Iraq was refiled, with a hearing expected in late May 2014. The complaint alleges the IGP knew the women would be exploited and failed to carry out his constitutional duty to protect them, and that the DPP subsequently failed to prosecute the recruitment agency. Labor officers and community development officers urged employers to stop using child labor and sometimes referred child labor cases to the police. The Industrial Court, established to hear child labor cases, became operational in April 2014; however, no child labor cases were brought to the court during the reporting period. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government failed to make efforts to reduce the demand for commercial sex acts or forced labor in 2014. Uganda is not a party to the 2000 UN TIP Protocol.

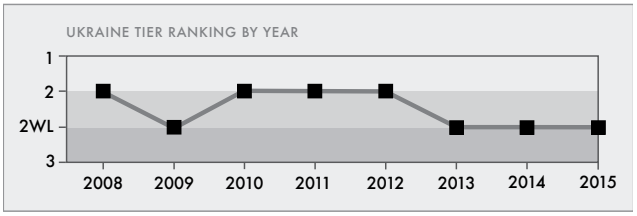
UKRAINE: Tier 2 Watch List

Ukraine is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Ukrainian victims are subjected to sex trafficking and forced labor in Ukraine as well as in Russia, Poland, Turkey, the United States, and other parts of Europe, Central Asia, and the Middle East. Ukrainian women and children are subjected to sex trafficking within the country. Some Ukrainian children and vulnerable adults are subjected to forced begging. A small number of foreign nationals, including those from Moldova, Russia, Vietnam, Uzbekistan, Pakistan, Cameroon, and Azerbaijan, are subjected to forced labor in Ukraine in a variety of sectors including construction, agriculture, manufacturing, domestic work, the lumber industry, nursing, and street begging. The approximately 82,000-200,000 children institutionalized in state-run orphanages are especially vulnerable to being subjected to trafficking. Officials of several state-run institutions and orphanages are allegedly complicit or willfully negligent to the sex and labor trafficking of girls and boys under their care.

Russia's aggression that has fueled the conflict in eastern Ukraine has displaced over 1.3 million people, and this population is especially vulnerable to exploitation. There have been reports of kidnapping of women and girls from conflict-affected areas for the purposes of sex and labor trafficking. Russian-separatist forces fighting in Ukraine's eastern oblasts of Luhansk and Donetsk have reportedly employed minors as soldiers, informants, and used them as human shields. This reported recruitment and usage of minors as combatants took place on territory not under control of the central government, or in areas where the central government is unable to enforce national labor law due to the military conflict. In addition, self-proclaimed separatist leader Aleksandr Zakharchenko has allegedly stated that children as young as 14 are fighting in his rebel unit. Media sources have reported over a dozen cases of the use of children in the conflict by combined Russian-separatist forces. In addition, although the Government of Ukraine has proactively enforced prohibitions against the use of children under 18 in the conflict, credible media sources have reported one to two incidents of children as young as 16 fighting with Ukrainian forces not under direct control of the government.

The Government of Ukraine does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Ukraine is placed on Tier 2 Watch List for a third consecutive year. Ukraine was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking and it has committed to devoting sufficient resources to implement that plan.

During the reporting period, the government assisted foreign counterparts on transnational trafficking investigations and partnered with international experts to provide specialized training to over 750 public officials on victim identification and assistance. However, the government's anti-trafficking capacity was constrained by the need to dedicate resources to improving the security situation caused by Russian aggression. Government efforts were also constrained by poor coordination at the national level, a lack of understanding in government agencies about the issue, and corruption, which undermined governance and the rule of law. The government relied on foreign donors and NGOs to fund and provide the majority of victim services. Victim identification remained inadequate, and only a small portion of victims assisted by NGOs were referred to care or certified by the government. The number of trafficking prosecutions and convictions declined sharply, continuing a multi-year decline, and the majority of convicted traffickers were not sentenced to prison.



RECOMMENDATIONS FOR UKRAINE:

Vigorously investigate trafficking offenses and prosecute and convict traffickers and officials complicit in trafficking; provide victims with assistance under the trafficking law or fund NGOs providing services and shelter; provide funding adequate to fully implement the national action plan; increase training for officials on victim identification, particularly in the proactive screening of vulnerable populations, such as individuals in prostitution and internally displaced persons (IDPs); sensitize judges to the severity of this crime to ensure convictions result in proportionate and dissuasive sentences; increase training for law enforcement, prosecutors, and judges in the investigation and prosecution of trafficking cases; certify more victims to ensure they are afforded their rights under the trafficking law; harmonize migration employment and trafficking laws to clarify foreign trafficking victims are eligible for temporary residency and for employment authorization; and provide victims with protective measures allowed under the witness protection law.

PROSECUTION

The government demonstrated weakened law enforcement efforts in pursuing trafficking cases, given its focus of resources on fighting

Russian aggression. Article 149 of the criminal code prohibits all forms of trafficking and prescribes penalties from three to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Law enforcement investigated 109 trafficking offenses in 2014, compared with 130 in 2013. Authorities initiated prosecutions of 42 defendants under Article 149, compared with 91 cases in 2013. The government convicted 57 traffickers in 2014 under Article 149, a decline from 109 in 2013. Of the 36 convicted traffickers who had been sentenced at the close of 2014, 15 were sentenced to prison terms ranging from one to 10 years, and the government confiscated the assets of seven defendants. Authorities collaborated with foreign governments on transnational investigations. The government, in conjunction with international funding and partners, provided training to 277 judges, prosecutors, and law enforcement officers. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses, despite reports of government corruption and official complicity in the sex and labor trafficking of children housed in state-run institutions and orphanages.

PROTECTION

The government did not demonstrate progress in protection efforts. In 2014, IOM assisted 903 victims, compared with 929 in 2013. The government identified 91 victims in 2014, the third consecutive year in which authorities identified fewer victims. The percentage of victims referred to NGOs by law enforcement and other authorities continued to decrease. Observers reported police did know how to screen individuals in prostitution for signs of trafficking. The government approved 27 out of 48 applications for official victim status under the 2011 trafficking law; GRETA reported victim status was sometimes denied due to applications lacking particular documents, such as police reports, though this was not a requirement under the law. GRETA emphasized the contrast in the number of victims assisted by IOM versus the number certified by the government and observed the government's current procedure to identify victims relies on the victims—who are often exiting traumatic situations—to self-report and provide evidence of their victimization.

International donors continued to provide the majority of funding for anti-trafficking activities and assistance to victims. The government disbursed 80,000 hryvnia ($3,700) from the central budget for anti-trafficking measures in 2014; the budget, formulated in 2012, had planned for 845,427 hryvnia ($39,100). In April 2013, the government adopted procedures allowing NGOs to request financial support, although it had not announced a competition for funds by the end of the reporting period. The government provided each of the 27 officially recognized victims with financial assistance in the amount of 1,176 hryvnia ($54). The trafficking law entitles victims to receive free temporary housing at a government shelter, psychological assistance, medical services, employment counseling, and vocational training. The government operated social service centers responsible for assessing victims' needs and drafting rehabilitation plans. Victims who required shelter could stay at government-run centers for socio-psychological assistance for up to 90 days and receive psychological and medical support, lodging, food, and legal assistance. Women and men were accommodated in separate rooms. GRETA reported the provision of assistance was problematic due to funding shortfalls and shortage of trained staff. Non-governmental partners delivered assistance not provided by public social services. The majority of victims requiring shelter were housed at a rehabilitation center run by IOM. Child victims could be accommodated in centers for socio-psychological rehabilitation of children for up to 12 months and receive social, medical, psychological, education, legal, and other types of assistance; four child victims of forced begging stayed at these centers before being transferred to foster care. The government, in coordination with IOM, trained over 2,500 officials on victim identification and assistance in 2014, compared with 750 officials in 2013.

The trafficking law affords foreign victims the right to remain in the country, but that right is not explicitly incorporated into the Law on the Legal Status of Foreigners; as a result, foreign victims have had difficulties obtaining legal status to stay in Ukraine and be eligible to receive ongoing access to victim services. In 2014, the migration authorities registered two foreign victims who received official victim status in 2012, enabling their legal stay. Employment laws had not been amended to allow certified foreign victims to work legally, as provided in the trafficking law. In 2014, 121 victims participated in the prosecution of alleged traffickers. Courts have the authority to order compensation for victims that sought restitution, but the administration of these decisions was hampered by unavailability of assets, corruption, and low effectiveness of the enforcement process. Various protective measures were available for victims who testified at trial, but in practice these measures were rarely applied, and trafficking victims serving as witnesses were often not treated in a victim-sensitive manner.

PREVENTION

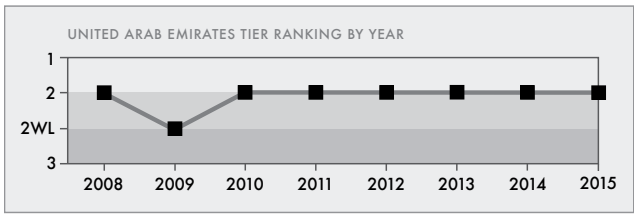
The government continued some prevention activities. The government had a national action plan for 2012-2015 and spent 250,100 hryvnia ($11,600) from state and local budgets for awareness campaigns, which particularly targeted young individuals seeking employment abroad. The Ministry of Social Policy continued in its role as national anti-trafficking coordinator and published a report on its activities in 2014. The government did not incorporate the labor inspectorate into its anti-trafficking measures, though worksite inspections could reveal situations of trafficking. The government, in continued cooperation with IOM, conducted counter-trafficking pre-deployment trainings for Ukrainian troops assigned to multinational missions. The government provided anti-trafficking training for its diplomatic personnel. The government did not demonstrate specific efforts to reduce the demand for commercial sex acts and forced labor.

UNITED ARAB EMIRATES: Tier 2

The United Arab Emirates (UAE) is a destination and transit country for men and women predominantly from South, Southeast, and Central Asia and Eastern Europe who are subjected to labor and sex trafficking. Migrant workers, who comprise over 95 percent of the UAE's private sector workforce, are recruited primarily from Ethiopia, Eritrea, Iran, and East, South, and Southeast Asia; some of these workers face forced labor in the UAE. Women from some of these countries travel willingly to the UAE to work as domestic workers, secretaries, beauticians, and hotel cleaners, but some are subjected to forced labor through unlawful passport withholding, restrictions on movement, nonpayment of wages, threats, and physical or sexual abuse. Restrictive sponsorship laws

for foreign domestic workers give employers power to control domestic workers' movements, threaten them with abuse of legal processes, and make them vulnerable to exploitation. Men from South Asia are recruited to work in the UAE in the construction sector; some are subjected to forced labor through debt bondage to repay recruitment fees. In some cases, employers declare bankruptcy and flee the country, abandoning their employees in conditions that leave them vulnerable to further exploitation. Some source-country labor recruitment companies hire workers with false employment contracts, where the terms and conditions are never honored or are changed, such that workers are forced into involuntary servitude and debt bondage once in the UAE. Some women from Eastern Europe, Central Asia, East and Southeast Asia, East Africa, Iraq, Iran, and Morocco are subjected to forced prostitution in the UAE. In 2014, media attention focused on reports alleging official complicity with the exploitation of workers on Saadiyat Island in Abu Dhabi, including passport withholding, abuse, detention, and deportation of about 500 workers after their attempt to strike.

The Government of the United Arab Emirates does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government prosecuted 15 sex trafficking cases in 2014. It continued to implement victim identification procedures, refer sex trafficking victims to protection services, and fund shelters assisting such victims. The government's anti-trafficking efforts continued to largely focus on sex trafficking. It did not make extensive efforts to criminally investigate and prosecute forced labor offenses or identify and protect forced labor victims—especially male forced labor victims. The government provided avenues to settle migrant workers' complaints of abuse through hotlines and a formal process for disputes of unpaid wages. Outside of these mechanisms, however, some forced labor victims remained unidentified, unprotected, or unwilling to come forward. In January 2015, the government promulgated amendments to victim protection clauses of Federal Law 51, including non-penalization of victims for crimes committed as a direct result of being subjected to trafficking. The government continued to implement numerous awareness campaigns, and held trainings, workshops, and conferences for labor recruitment agencies and police.



RECOMMENDATIONS FOR THE UNITED ARAB EMIRATES:

Significantly increase efforts to investigate, prosecute, and punish labor trafficking offenses, and convict and punish trafficking offenders, including recruitment agents and employers; implement the draft law addressing the protection of domestic workers' rights; increase use of standard procedures for the identification of trafficking victims among foreign workers subjected to forced labor, including those apprehended for violations of immigration laws and domestic workers who have fled their employers; provide protection services to all victims of trafficking, including by extending protection to victims of forced labor on par with those available for victims of forced prostitution; ensure all trafficking victims, especially those who experience forced labor, are not incarcerated, fined, or otherwise penalized for unlawful acts committed as a direct result of being subjected to trafficking, and treat male and female victims equally; allow all male victims of trafficking, including both sex trafficking and forced labor, access to services at the new shelter for male victims; enforce prohibitions on withholding workers' passports; and reform the sponsorship system so it does not provide excessive power to sponsors or employers in granting and sustaining the legal status of workers.

PROSECUTION

The government sustained its anti-trafficking law enforcement efforts. Federal Law 51 of 2006 prohibits all forms of trafficking and prescribes penalties ranging from one year to life in prison as well as fines and deportation. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In 2014, the government prosecuted 15 sex trafficking cases involving 46 defendants; six cases resulted in the conviction of 11 traffickers while the remaining nine cases continued pending prosecution at the end of 2014. The government reported trafficking convictions involved stiff penalties up to life imprisonment. In May 2014, the Abu Dhabi Criminal Court convicted three police officers for their involvement in sex trafficking; one received a sentence of eight years' imprisonment, while two received sentences of three years' imprisonment. In two separate cases, three additional individuals convicted of trafficking received terms of imprisonment of two to three years. The number of prosecutions decreased for the second consecutive year, from 19 sex trafficking prosecutions in 2013 and 47 in 2012. The government attributes the lower number to a decline in the prevalence of sex trafficking, partially as a result of its prosecution of these cases, and its prevention and awareness efforts. The government did not report referring any labor trafficking offenders for prosecution, compared with one labor trafficking offender referred the previous reporting period.

While authorities penalized labor violators, the government rarely prosecuted potential forced labor cases under the country's anti-trafficking law. Workers filed labor complaints through hotlines, in person, or through the Ministry of Labor (MOL). In 2014, the MOL labor relations office settled 6,798 wage-related complaints and referred 479 wage disputes for prosecution. The government did not report its investigation of any of these complaints or labor violations for potential forced labor crimes. The government continued to respond to and investigate workers' complaints of unpaid wages through a dispute resolution process and the Wages Protection System (WPS), which is intended to ensure the payment of wages to workers and punish employers with administrative and financial penalties for failing to comply; MOL's referral of 479 wage disputes for resolution in 2014 was a significant increase from the 188 referred the previous reporting period. The government did not proactively enforce a prohibition on the withholding of workers' passports by employers, which remained a widespread problem. In 2014, it investigated the UAE Ambassador to Ireland for his alleged exploitation of three Filipino women in domestic service. The Irish Employment Appeals Tribunal awarded each of the three victims 80,000 euros ($97,300); however, it remained unclear whether the UAE government would attempt to prosecute or otherwise take action against or penalize this official.

The government continued to train judicial, law enforcement, and

labor officials on human trafficking in 2014. In addition, the Ministry of Interior (MOI) and MOL conducted several specialized training sessions on anti-trafficking for their staff during the reporting period.

PROTECTION

The government sustained uneven progress in identifying and providing protective services to trafficking victims. Though the government continued to proactively identify and protect trafficking victims, the government limited its protection services—including its shelters—solely to sex trafficking victims and failed to sufficiently address the needs of forced labor victims. During the reporting period, the government identified and referred to protective services 20 sex trafficking victims. This is a continued decrease from the 40 sex trafficking victims identified in 2013 and 57 in 2012. The government continued to fund shelters for female and child victims of sex trafficking and abuse in Abu Dhabi, Dubai, Ras al Khaimah, and Sharjah; these shelters provided medical, psychological, legal, educational, and vocational assistance. A government-supported NGO operated a shelter for male sex trafficking victims; however, it was unclear whether any victims benefited from its services during the reporting period. The country remained without a shelter for male forced labor victims. A government-supported NGO provided assistance to 17 trafficking victims in its three shelters for women, and another organization sheltered three victims during the reporting period. Government officials reportedly continued to improve their efforts to identify and refer sex trafficking victims for care during the reporting period. Furthermore, the MOI and the government-funded shelters continued to implement their memorandum of understanding, which ensured police were responsible for referring and escorting victims safely to shelters.

In January 2015, the government promulgated an amendment to Federal Law 51 of 2006 on the protection of trafficking victims, including provisions to ensure victims are not penalized for crimes committed as a direct result of being subjected to trafficking, depending on the nature of the case. Prior to the amendment's passage, unidentified victims of sex trafficking and forced labor may have been penalized through incarceration, fines, or deportation for unlawful acts committed as a direct result of being subjected to trafficking, such as prostitution or immigration violations. For example, in some cases UAE authorities deemed female domestic workers who fled their employers as criminals, raising concerns victim identification procedures were not utilized in these cases. Additionally, forced labor victims who escaped debt bondage or exploitative labor situations faced the risk of being charged with absconding or immigration violation charges. The amendment prevents such occurrences and government officials reported charges for immigration violation, for example, were waived in certain circumstances. Although the MOI continued to distribute a guidebook outlining standard operating procedures for law enforcement officials to identify victims of both sex and labor trafficking, authorities failed to identify potential cases of forced labor, and instead classified them as labor violations. Some domestic workers, including victims of abuse by their employers, continued to seek shelter assistance at their embassies and consulates, in part due to a lack of government shelters for forced labor victims. The MOI continued to implement a system to place suspected trafficking victims in a transitional social support center, instead of a detention center, until victim identification was completed. A draft law protecting the rights of domestic workers, which the cabinet approved in January 2012, remained awaiting presidential approval.

In 2014, the trafficking victims' fund established in the previous year became operational, as victims started receiving monetary assistance, particularly for housing, children's education, and medical expenses in their home countries. The number of victims who benefited from this fund in 2014 was unreported. While the government exempted trafficking victims who had an ongoing court case against an employer for labor abuses from paying fines accrued for overstaying their visas, the government did not offer trafficking victims shelter, counseling, or immigration relief. The government did not provide permanent residency status to victims; however, the government worked with international organizations to resettle victims, at least two of whom were sex trafficking victims, who could not return to their home countries. It did not report repatriation assistance provided to victims during the reporting period. Workers whose employer did not pay them for 60 days—some of whom may be forced labor victims—were entitled to stay in the country and search for a new employer. The government continued to assist foreign workers who faced abuse and exploitation through its Human Rights Office in Dubai International Airport.

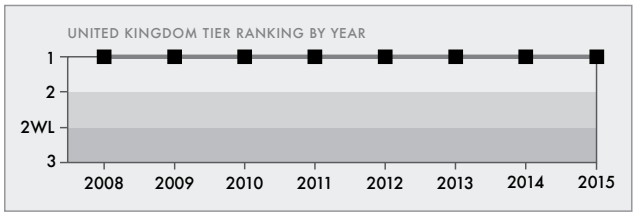
PREVENTION

The government maintained trafficking prevention efforts, including efforts to involve the private sector in combating trafficking. It continued to carry out its 2012 national action plan to address human trafficking. The government implemented awareness campaigns and publicized the government's anti-trafficking hotline—operated by the inter-ministerial National Committee to Combat Human Trafficking (NCCHT). In September 2014, a government-supported NGO held a charity event in Abu Dhabi for the purpose of raising awareness on trafficking, raising the equivalent of $36,000. In December 2014, the Dubai police, the NCCHT, and MOL held an anti-trafficking conference focused on exploitative labor practices, including recruitment fees and subsequent debt bondage; most conference participants were heads of labor recruitment agencies and Dubai police. In 2014, Dubai police distributed 11,000 pamphlets in the predominant languages spoken by migrant laborers to all labor accommodation camps in Dubai. The MOL participated in the Abu Dhabi Dialogue, an inter-regional forum on labor migration involving Asian and Gulf countries. In June 2014, the government instituted a new standard contract required for all domestic employees and employers, to ensure transparency and provide legal protections to domestic workers who remained uncovered by the labor law; the contract specified worker and employer rights and responsibilities. In 2014, the government reported 263,944 total inspections to monitor labor law implementation. The MOL reported inspectors visiting 77,552 facilities, having conducted 105,421 field visits to ensure compliance with a ban on midday work from 12:30-3:00 p.m. between June 15 and September 15. Additionally, 27,752 visits were conducted for the purpose of raising awareness in these facilities; only 147 were found in violation. MOL did not report any forced labor cases resulting from these efforts. The government sustained its WPS electronic salary-monitoring system intended to ensure workers received their salaries. The government provided anti-trafficking training or guidance for its diplomatic personnel. The government did not take measures to reduce the demand for commercial sex acts in the UAE.

UNITED KINGDOM: Tier 1

The United Kingdom (UK) is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor, including domestic servitude. Most foreign trafficking victims come from Africa, Asia, and Eastern Europe. The government reported a large increase in the number of identified potential victims from the UK and Eastern Europe in 2014. Albania, Nigeria, Vietnam, Romania, and Slovakia were the top countries of origin for potential victims identified during the year. UK men continue to be subjected to forced labor within the UK and in other countries in Europe. UK children are subjected to sex trafficking within the country. Officials identified two potential transgender sex trafficking victims in 2014. UK and foreign adults and children are forced into criminal behavior, including drug production and sale and theft. Children and men, mostly from Vietnam and China, are compelled to work in cannabis cultivation; many are held in debt bondage. Migrant workers in the UK are subjected to forced labor in agriculture, construction, food processing, factories, domestic service, nail salons, food services, car washes, and on fishing boats. Children in the care system and unaccompanied migrant children are vulnerable to trafficking. Foreign domestic workers in diplomatic households are particularly vulnerable to trafficking and abuse. An NGO reported Vietnamese victims of forced criminal activity are transiting the UK *en route* to Ireland.

The Government of the United Kingdom fully complies with the minimum standards for the elimination of trafficking. In 2014, the government issued its first modern slavery strategy, reviewed and made recommendations to improve its victim identification mechanism, and launched a pilot program to strengthen protections for child trafficking victims. The government prosecuted and convicted an increased number of traffickers, appointed an anti-slavery commissioner to coordinate anti-trafficking efforts, and passed the Modern Slavery Act in March 2015. While authorities continued to identify a large number of potential trafficking victims, the victim identification and referral system failed to assist many victims of trafficking, particularly children. Government funding for specialized services remained limited. Some victims were detained and prosecuted for crimes committed as a result of being subjected to trafficking.



RECOMMENDATIONS FOR THE UNITED KINGDOM:

Increase funding for and access to specialized services for trafficking victims, regardless of their immigration status; allow potential victims to access services from care providers before having to engage with law enforcement and consider extending the reflection and recovery period; increase efforts to prosecute, convict, and sentence traffickers to strong sentences; provide a trafficking-specific long-term alternative to deportation or repatriation to foreign victims; improve multi-stakeholder oversight and specialized services for child victims; increase training to officials and front-line responders, including in UK overseas territories; increase training for public defenders, prosecutors, and judges to ensure trafficking victims are not prosecuted for crimes committed as a result of being subjected to trafficking; increase investigations in high-risk labor sectors, including by expanding the jurisdiction of and increasing funds for the Gangmasters Licensing Authority; address the vulnerability of foreign domestic workers under the current visa system and explore options to allow workers to change employers; and continue efforts to document anti-trafficking efforts through enhanced data collection.

PROSECUTION

The government maintained prosecution efforts. UK law prohibits all forms of trafficking. In England, Wales, and Northern Ireland, human trafficking offenses are governed by the Coroners and Justice Act 2009, the Sexual Offenses Act 2003, and the Asylum and Immigration Act 2004, which prescribe penalties of a maximum of 10, 14, and 14 years' imprisonment, respectively. The acts' penalties for sex trafficking are sufficiently stringent and commensurate with those prescribed for other serious crimes. The 2009 act explicitly criminalizes slavery without a precondition that the victim had been smuggled or moved into the country, whereas the other acts require movement as a precondition for trafficking. The Modern Slavery Act 2015 was enacted in March 2015 integrating a variety of criminal offenses used to prosecute traffickers into one act and it prescribed penalties ranging from fines to life imprisonment for trafficking offenses, which are sufficiently stringent and commensurate with those prescribed for other serious crimes. The act allows for confiscation of traffickers' assets, establishes courts' power to make reparation orders to victims, and both requires and establishes some victim protection measures. NGOs expressed concerns the act does not sufficiently address victim protection, especially for domestic workers. In Scotland, the Criminal Justice Act 2003, the Criminal Justice and Licensing Act 2010, and provisions of the UK's Asylum and Immigration Act 2004 prohibit trafficking. In December 2014 Scottish authorities introduced an anti-trafficking bill to create a single offence of human trafficking. Northern Ireland enacted the Human Trafficking and Exploitation Act in January 2015; the act unifies existing anti-trafficking statutes and provides support for victims of human trafficking on a statutory basis. Some traffickers were prosecuted for other offenses, such as inciting child prostitution.

The government did not report the total number of trafficking investigations or prosecutions initiated in 2014. The government reported that between 2013 and 2014, authorities prosecuted 226 individuals for human trafficking or slavery and convicted 155 traffickers, while 71 individuals were acquitted of trafficking or slavery. This represents an increase from the previous reporting period when the government prosecuted 139 individuals for human trafficking, convicting 99 and acquitting 40. Authorities did not report on the sentences or how many were for forced labor, sex trafficking, or forced criminal activity. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking. An independent inquiry detailed systematic child sexual exploitation, including sex trafficking, in the city of Rotherham between 1997 and 2013 and identified wide scale negligence and willful ignorance on the part of police and social services. The London Metropolitan Police anti-trafficking and anti-kidnapping unit worked closely with an NGO to implement a victim-centered approach to sex trafficking investigations and trained other police forces. Scotland maintained an anti-trafficking police team. The governments of the UK, Scotland, and Northern Ireland provided varying levels of

anti-trafficking training to law enforcement officers, prosecutors, and justice officials. Scottish police maintained a mandatory online anti-trafficking training program for new recruits, as did Northern Ireland's police service. UK authorities undertook robust law enforcement collaboration with foreign governments in anti-trafficking cases.

PROTECTION

The government identified an increased number of potential victims but specialized victim services remained limited. Authorities identified 2,340 potential trafficking victims from 96 countries in 2014 compared with 1,746 potential victims in 2013. Of these, 61 percent were female and 39 percent were male, while 71 percent were adults and 29 percent were children. Authorities identified two transgender potential victims of sex trafficking. The top five countries of origin for potential adult trafficking victims were Albania, Nigeria, Vietnam, Romania and Slovakia; for child victims, it was Albania, Vietnam, the UK, Slovakia, and Nigeria. Of potential adult victims, 14 percent were referred for domestic servitude; 35 percent for other forms of labor trafficking; 40 percent for sex trafficking; and 11 percent for unknown exploitation. Of children, 11 percent were referred for domestic servitude; 31 percent for other forms of labor trafficking; 24 percent for sex trafficking; and 35 percent for unknown exploitation. NGOs and officials reported particular concerns of weak identification of child victims, citing low awareness by police and local authorities of child trafficking indicators.

The national referral mechanism (NRM) has two steps for identifying trafficking victims: a preliminary finding of "reasonable grounds" that an individual is likely a trafficking victim and a final decision of "conclusive grounds" that triggers victim protection. There is no formal appeal process for decisions. Only UK Visas and Immigration in the Home Office and the UK Human Trafficking Centre (UKHTC) can make these decisions. Victims receiving a reasonable grounds decision enter a 45-day program of rest and recovery with access to services such as accommodation, health care, and counseling. Data on positive conclusive ground decisions was unavailable for 2014. Experts reported there was an inherent conflict among Home Office officials in deciding whether someone was an illegal immigrant or a trafficking victim. Officials and NGOs noted low awareness of the NRM in parts of the country, observing that many trafficking victims were not referred through the NRM, and some were treated as criminals. Some victims did not see the benefits of referral or were fearful of the consequences of being brought to the attention of authorities due to immigration status or fear of law enforcement. NGOs reported victims from non-EU countries had a lower chance of receiving a positive "conclusive grounds" decision, as reflected in 2013 NRM decisions data, particularly for citizens from China, Vietnam, and Nigeria. Authorities published a review of the NRM in 2014 and made recommendations to overhaul the system, including expanding the jurisdiction of government agencies to identify victims from solely the UK Visas and Immigration and the UKHTC; setting up a system of regional multi-disciplinary panels to make decisions; improving training and oversight for front-line responders; and removing the reasonable grounds decision to streamline decision-making.

The government maintained a contract with an NGO to coordinate the provision of care in England and Wales for victims during the 45-day recovery and reflection period. The contractor worked with a network of 11 service providers with access to 27 safe houses to provide accommodation, counseling, and other services. Authorities in Northern Ireland awarded a contract to an NGO to provide services, including access to accommodation, counseling, and health care, to victims during the 45-day recovery and reflection period. Scottish authorities provided funding to two NGOs assisting victims identified through the NRM; one provided accommodation for women subjected to sex trafficking and one provided accommodation for men and women exploited in forced labor. The government did not provide funding for services after the 45 days of care. Experts reported the length of time remained inadequate for service delivery and it was unclear what happened to victims after this time. Authorities acknowledged NRM support was not intended to provide rehabilitation, and noted many victims were still "profoundly vulnerable" after 45 days. NGOs reported cases of victims returning to prostitution or trafficking due to lack of long-term support. NGOs and some officials reported concerns with inadequate funds to address the whole range of victim needs, including legal aid. There were no specific support services for child victims—support was offered by local authorities, and NGOs raised concerns about lack of specialized care, including shelter and adequate mental health care. Government officials and NGOs reported child victims go missing from care and perhaps back to their traffickers; some front-line responders missed opportunities to assist victims due to doubts over the victim's age. The government launched a pilot program in certain cities to appoint trained advocates to manage the care of child trafficking victims, and the Modern Slavery Act 2015 mandates child trafficking advocates. Scottish authorities funded a guardianship system operated by an NGO for unaccompanied children seeking asylum, including trafficking victims.

Regulations for the visa category governing "domestic worker[s] in a private household" require domestic workers to have worked for their employer for at least one year outside of the UK before applying for a work visa; to not be allowed to change employers while in the UK; and to stay for a maximum of six months, after which time they must return home. Experts expressed concerns the domestic workers' dependency on one employer and inability to transfer employment even in the face of abuse rendered them vulnerable to domestic servitude. A parliamentary report found "tying domestic migrant domestic workers to their employer institutionalizes their abuse." One NGO noted that among workers who contacted them, the reports of nonpayment of wages, physical and psychological abuse, and restriction of movement (from migrant domestic workers) had almost doubled from the numbers reported under the previous system.

Regulations allowed trafficking victims in England and Wales to give testimony by video, behind a screen, or with the public removed from the court. The government offered renewable one-year residence permits to foreign victims cooperating with law enforcement or with personal circumstances warranting it, but did not report how many residency permits were issued in 2014. Long-term legal alternatives to removal to countries where victims might face hardship or retribution were only available through asylum procedures. NGOs reported victims who had received a positive grounds decision could not be assured of a successful asylum claim. The Supreme Court ruled foreign trafficking victims have a right to claim damages from their traffickers irrespective of their immigration status. The government did not report how many victims received compensation in 2014, and NGOs reported a lack of awareness of avenues for restitution. In one case, two convicted traffickers were ordered to pay the victim 100,000 pounds ($156,000) in compensation. NGOs and court findings

indicated the government continued to prosecute and sentence child and adult trafficking victims for crimes committed as a result of their trafficking, despite prosecutorial guidance and court rulings to the contrary. Some victims were penalized despite officials' acknowledgement they were trafficking victims. In 2014, a trafficking expert reported the government prosecuted a Vietnamese child for cannabis cultivation who had received a reasonable grounds decision, and a judge sentenced two Vietnamese men to a year in prison and deportation for cultivating cannabis, while acknowledging the men had been enslaved.

PREVENTION

The government engaged in a wide range of anti-trafficking prevention efforts. Authorities released the first modern slavery strategy, which created a whole-of-government framework for anti-trafficking efforts and established responsibilities of different government entities to implement these efforts. The Home Office coordinated an inter-ministerial group on modern slavery and launched a new modern slavery hotline. The Department of Justice of Northern Ireland coordinated an engagement group on human trafficking with NGOs and government entities and published a second anti-trafficking action plan as well as a progress report on the previous plan. The Scottish police team maintained an anti-trafficking working group including government and civil society representatives. The Gangmasters Licensing Authority (GLA) labor inspectorate was responsible for investigating exploitative labor conditions in agriculture, food processing, and the shellfish industry. NGOs noted funding and staffing for the GLA had decreased and it did not have jurisdiction to inspect other vulnerable sectors, such as construction, cleaning, hospitality, and the care sector. The Modern Slavery Act 2015 requires some commercial organizations to prepare annual statements outlining steps the organization has taken to ensure human trafficking is not taking place in their supply chain. Northern Ireland's anti-trafficking law criminalized the purchase of sexual services. The government did not report efforts to reduce the demand for forced labor. UK law allows authorities to prosecute citizens for sexual offences committed against children overseas, but the government did not report prosecuting or convicting any nationals engaged in child sex tourism abroad. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government did not report providing anti-trafficking training to UK troops prior to deployment abroad as part of international peacekeeping missions in 2014.

OVERSEAS TERRITORIES OF THE UNITED KINGDOM

BERMUDA

Bermuda is a limited destination country for women and men subjected to forced labor. Some foreign migrant workers from Asia and Latin America are vulnerable to domestic servitude and abuse or to forced labor in the construction and agricultural industries in Bermuda. Several cases of suspected forced labor were reported to and investigated by the Department of Immigration but were ultimately determined not to be trafficking cases. Police and NGOs did not receive any reports of potential trafficking cases. Some employers reportedly confiscate passports, withhold wages, deny benefits, and threaten migrant workers with having to repay the cost of airline tickets. The Transnational Organized Crime Act 2013 criminalizes all forms of both sex and labor trafficking and prescribes penalties of up to 20 years' imprisonment. Migrant workers in Bermuda operated under a strict system of government work permits obtained by employers on behalf of foreign workers. The government did not report investigations, prosecutions, or convictions of trafficking offenses in 2014. Government resources were inadequate to conduct inspections to identify possible exploitation of foreign workers. No government officials were prosecuted or convicted for involvement in trafficking or trafficking-related criminal activities in 2014.

TURKS AND CAICOS

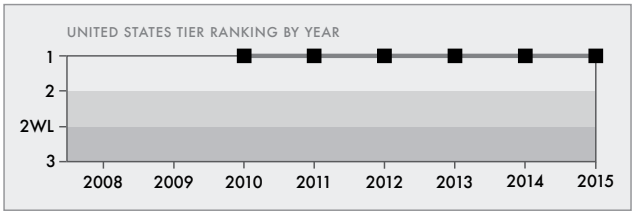
Turks and Caicos Islands are a destination country for men, women, and children subjected to sex trafficking and forced labor. According to local experts, the large population of migrants from Haiti, the Dominican Republic, and Jamaica are vulnerable to sex trafficking and forced labor, with stateless children and adolescents especially at risk. Local stakeholders, including law enforcement officials, have reported specific knowledge of sex trafficking occurring in bars and brothels and noted trafficking-related complicity by some local government officials was a problem. Anti-trafficking legislation introduced in 2012 remained pending. The absence of specific legislation prohibiting trafficking as defined by the 2000 UN TIP Protocol; the absence of victim identification, screening, and protection procedures; and limited awareness of human trafficking on the part of officials and the public continued to hinder anti-trafficking efforts.

UNITED STATES OF AMERICA: Tier 1

The United States is a source, transit, and destination country for men, women, transgender individuals, and children—both U.S. citizens and foreign nationals—subjected to sex trafficking and forced labor. Trafficking can occur in both legal and illicit industries, including in commercial sex, hospitality, sales crews, agriculture, manufacturing, janitorial services, construction, shipyards, restaurants, health and elder care, salon services, fairs and carnivals, peddling and begging, and domestic service. Individuals who entered the United States with and without legal status have been identified as trafficking victims, including participants in visa programs for temporary workers who filled labor needs in many of the industries described above. Government officials, companies, and NGOs have expressed concern about the risk of human trafficking in global supply chains, including in federal contracts. Victims originate from almost every region of the world; the top three countries of origin of federally identified victims in fiscal year (FY) 2014 were the United States, Mexico, and the Philippines. Particularly vulnerable populations in the United States include: children in the child welfare and juvenile justice systems; runaway and homeless youth; children working in agriculture; American Indians and Alaska Natives; migrant laborers; foreign national domestic workers in diplomatic households; employees of businesses in ethnic communities; populations with limited English proficiency; persons with disabilities; rural populations; and lesbian, gay, bisexual, and transgender individuals. Some U.S. citizens engage in child sex tourism in foreign countries.

The U.S. government fully complies with the minimum standards for the elimination of trafficking. The federal government continued to investigate and prosecute both sex and labor trafficking, sustaining

high prosecution rates. It also continued to provide various types of specialized services to a greater number of trafficking victims, as well as various types of immigration relief for foreign national victims, including a pathway to citizenship. Prevention efforts included amendment of the Federal Acquisition Regulation to strengthen protections against trafficking in federal contracts. Challenges remain: some NGOs continued to express concern that government officials did not consistently take a victim-centered approach. Some trafficking victims, including those under the age of 18 years, were detained or prosecuted by state or local officials for criminal activity related to their being subjected to trafficking, notwithstanding "safe harbor" laws in some states or the federal policy that victims should not be penalized solely for unlawful acts committed as a direct result of being subjected to trafficking.



RECOMMENDATIONS FOR THE UNITED STATES:

Encourage the adoption of victim-centered policies at the state and local levels that ensure victims, including children, are not punished for crimes committed as a direct result of being subjected to trafficking; support appropriate housing for child trafficking victims that ensures their physical and mental health and safety; increase screening to identify trafficked persons among at-risk youth, detained individuals, persons with disabilities, and other vulnerable populations; vigorously prosecute labor trafficking; seek input from survivors to improve training, programs, and policies; ensure that criminal restitution is sought for trafficking victims; strengthen prevention efforts, including addressing the demand for commercial sex; engage in culturally based efforts to strengthen coordination among criminal justice and social service systems on behalf of Native American trafficking victims; ensure federal law enforcement officials apply timely for, and state and local law enforcement officials are trained on requesting, Continued Presence for eligible victims; increase training, including in the U.S. insular areas, on indicators of human trafficking and the victim-centered approach for criminal and juvenile justice officials, family court officials, labor inspectors, consular officers, social service and child welfare entities, and first responders; provide links to press releases on federal trafficking cases in a single online location; and support new research on trafficking as it relates to diplomats, military personnel, peacekeepers, and other forms of official complicity.

PROSECUTION

The U.S. government demonstrated progress in federal anti-trafficking law enforcement efforts. The Trafficking Victims Protection Act of 2000, as amended (TVPA), prohibits all forms of human trafficking. In addition to criminalizing these acts, U.S. law prohibits conspiracy and attempts to violate these provisions, as well as obstructing their enforcement and benefitting financially from these acts. Sex trafficking prosecutions involving children do not require proof of the use of force, fraud, or coercion. A criminal statute on fraud in foreign labor prohibits the use of fraud to recruit workers for work performed in the United States, or elsewhere on a U.S. government contract, U.S. property, or military installation. Penalties prescribed under these statutes are sufficiently stringent and commensurate with penalties prescribed for other serious offenses: penalties ranged up to life imprisonment. The U.S. Congress introduced several bills in 2014 and 2015 that address trafficking, and in September 2014, the Preventing Sex Trafficking and Strengthening Families Act became law. It amends a federal foster care program to address trafficking, among other things.

The federal agencies responsible for investigating and prosecuting human trafficking offenses remain as described in the 2014 *TIP Report* U.S. narrative. The reporting period marked the culmination of Phase I of the Anti-Trafficking Coordination Team (ACTeam) Initiative launched in 2011 by the Departments of Justice (DOJ), Homeland Security (DHS), and Labor (DOL), which successfully streamlined trafficking investigations and prosecutions. An internal assessment of ACTeam Districts found a significant increase in anti-trafficking convictions involving forced labor, international sex trafficking, and sex trafficking of adults by force, fraud, and coercion. DOJ funded 14 Enhanced Collaborative Model (ECM) anti-trafficking task forces, comprising federal, state, and local law enforcement; labor officials; and victim service providers. During the reporting period, DOL strengthened its mechanism for detecting and referring potential trafficking cases to law enforcement partners, as appropriate.

The federal government reports its law enforcement data by fiscal year (October 1 through September 30). In FY 2014, DHS's U.S. Immigration and Customs Enforcement (ICE) reported opening 987 investigations possibly involving human trafficking, a decrease from 1,025 in FY 2013. The Federal Bureau of Investigation (FBI) formally opened 835 human trafficking investigations, an increase from 734 in FY 2013, and DOJ's ECM taskforces initiated 1,083 investigations. The Department of State (DOS) reported opening 154 human trafficking-related cases worldwide during FY 2014, a decrease from 159 in FY 2013. The Department of Defense (DoD) reported investigating 14 human trafficking-related cases involving military personnel, an increase from nine in FY 2013.

DOJ prosecutes human trafficking cases through the 94 U.S. Attorney's Offices (USAOs) and the two specialized units that serve as DOJ's nationwide subject-matter experts. Taken together, DOJ initiated a total of 208 federal human trafficking prosecutions in FY 2014, charging 335 defendants. Of these prosecutions, 190 involved predominantly sex trafficking and 18 involved predominantly labor trafficking, although some involved both. These figures represent an increase from FY 2013, during which DOJ brought 161 prosecutions charging 253 defendants.

During FY 2014, DOJ secured convictions against 184 traffickers, compared with 174 convictions obtained in FY 2013. Of these, 157 involved predominantly sex trafficking and 27 involved predominantly labor trafficking, although several involved both. These totals do not include child sex trafficking cases brought under non-trafficking statutes. Penalties imposed on convicted traffickers ranged from five years to life imprisonment. For the first time, the government used an extraterritorial jurisdiction provision of the law to convict a trafficker for sex trafficking that took place in another country.

NGOs called for more specific, easily accessible data on federal, state, and local trafficking prosecutions, and for increased prioritization of forced labor prosecutions. A federally-funded

report found that in some instances, law enforcement agencies had difficulty identifying labor trafficking and distinguishing it from other forms of labor exploitation and workplace violations, and that victims' willingness to self-identify and cooperate with law enforcement varied depending on the levels of trust that law enforcement agents established with potential victims and victim service providers.

NGOs voiced concern that federal prosecutors did not vigorously seek mandatory restitution for victims of trafficking. An NGO report released during the reporting period found that, between 2009 and 2012, federal courts ordered restitution in only 36 percent of cases and forced labor victims were substantially more likely to obtain restitution than sex trafficking victims, receiving nearly five times more in restitution on average. The report noted that, while many prosecutors seek restitution, there is confusion about when and on what grounds restitution is owed to sex trafficking victims, and efforts to obtain restitution may falter in cases in which victims performed services that are illegal.

The government demonstrated results in addressing official complicity at both the federal and state levels. The government reported at least four new instances of complicity of government officials in human trafficking. An Army service member was arrested on charges of sex trafficking involving a 17-year-old. A Navy service member was arrested in Hawaii on charges of sex trafficking a 16-year-old. Another Navy service member was investigated on allegations of child sex trafficking and was sentenced in Virginia to five years' imprisonment on lesser charges. A third Navy service member was sentenced for several crimes, including pandering, to 10 years' imprisonment in California for using a child for commercial sex acts involving six other active-duty Navy members. The government made progress on cases mentioned in the previous year's TIP Report. A police officer in the District of Columbia was sentenced to seven years' imprisonment for exploiting girls in prostitution-related activities, and in Texas, a juvenile probation officer was convicted of sex trafficking. These four convictions of officials represent an increase from two the previous year.

In addition to federal laws, state laws form the basis of the majority of criminal actions, making adoption of state anti-trafficking laws key to institutionalizing concepts of compelled service for rank-and-file local police officers. A 2014 NGO report found improvement in states' anti-trafficking laws in recent years, but noted that funding to ensure the implementation of these new laws was a challenge. The report also found there is still a need for state laws that comprehensively assist and protect victims of human trafficking. Another report noted that, even in states with labor trafficking laws, loopholes in federal immigration law and weak state labor codes may hinder prosecution of labor traffickers. In some cases, trafficking victims, including those under the age of 18 years, continued to be treated as criminal offenders.

The federal government continued to collect state and local data on human trafficking investigations during the reporting period through FBI's Uniform Crime Reporting Program; however, not all state and local jurisdictions participated, and at the time of reporting, data were not available. There is no formal mechanism to track prosecutions at the state and local levels.

The U.S. government continued efforts to train officials and enhanced its efforts to share information. For example, DOJ developed an online e-guide to provide guidance for effective taskforce operations and engaged in extensive capacity building for law enforcement, military personnel, social service providers, labor inspectors, *pro bono* attorneys, and others. DHS updated a web-based training course and produced training videos for law enforcement. Federal agencies continued a pilot project in 10 countries to increase the flow of information about human trafficking overseas with a nexus to the United States. FBI and ICE trained local partners on indicators of sex trafficking and led enforcement operations designed to enhance capabilities during and after the 2015 Super Bowl.

PROTECTION

The federal government increased its efforts to protect trafficking victims; however, the number of victims issued trafficking-specific immigration relief declined from the previous reporting period. The United States improved its delivery of a victim-centered, multidisciplinary response to victim identification and services, certified a significantly higher number of trafficking victims, provided services to more victims, and increased funding for these services. The federal government has formal procedures to guide officials in victim identification and referral to service providers; funds several federal tip lines, including an NGO-operated national hotline and referral service; and funds NGOs that provide trafficking-specific victim services.

Federally-funded victim assistance includes case management and referrals for medical and dental care, mental health and substance abuse treatment, sustenance and shelter, translation and interpretation services, immigration and legal assistance, employment and training, transportation assistance, and other services such as criminal justice advocacy. The Department of Health and Human Services (HHS) provided comprehensive case management for foreign national and domestic trafficking victims and funded capacity-building grants for child welfare systems to respond to trafficking. DOJ provided comprehensive and specialized services for both domestic and foreign national trafficking victims. Federal funding for victim assistance generally increased in FY 2014. DHS provided victims identified during investigations with access to specialized services and support from victim assistance and forensic interview specialists throughout both the investigation and prosecution stages. DHS provided 446 victims of human trafficking with this assistance in FY 2014, an increase from 330 in FY 2013.

HHS issued 530 certification letters to foreign national adults and 219 eligibility letters to foreign national children in FY 2014, a significant increase from FY 2013, when HHS issued respectively 406 and 114. Certification enables adult victims to receive federal and state services when Continued Presence is granted or when a victim has a bona fide or approved application for "T nonimmigrant status," as described further below. An eligibility letter allows immediate access to federally-funded benefits and services when credible information indicates the child may be a victim of trafficking. HHS awarded $7.4 million in FY 2014 to three NGOs for the provision of case management services to foreign national victims through a nationwide network of NGO sub-recipients, an increase from $4.5 million in FY 2013. Through these grants, HHS supported 153 NGO service providers across the country that provided assistance to a total of 1,137 individuals and their family members, an increase from 915 the prior year. NGOs reported that lack of training on the HHS certification process for employees of public benefits offices resulted in the

erroneous denial of benefits for some victims and their families. In FY 2014, HHS provided new funding to serve domestic victims of human trafficking, including $1.44 million to provide coordinated victim-centered services and $2.25 million to address trafficking within child welfare systems.

During the reporting period, DOJ provided care to a greater number of trafficking victims, including more labor trafficking victims than last year. From July 1, 2013, to June 30, 2014, DOJ grantees providing victim services reported more than 2,782 open client cases, including 1,366 new victims, compared with 1,911 open client cases and 1,009 new victims in the previous year. DOJ's grantees reported 55 percent of victims served during the reporting period were foreign nationals and 45 percent were U.S. citizens or lawful permanent residents. During FY 2014, DOJ funded 28 victim service organizations across the United States, totaling approximately $10.9 million, compared with $11.2 million in FY 2013 and $5.4 million in FY 2012.

Record-keeping systems used by DOJ and HHS did not allow for cross-referencing to determine which victims were served by both agencies. An NGO reported that disparities remained between the levels of protection for sex and labor trafficking victims, including child labor trafficking victims. A federally-funded study on labor trafficking in the United States found some local law enforcement officials did not recognize indicators of labor trafficking and some labor trafficking victims went months or years after their escape before being connected with service providers. NGOs continued to report federal funding for victim services remained insufficient to address the myriad needs of individual victims. Shelter and housing for all trafficking victims, especially male and labor trafficking victims, continued to be insufficient, and in some cases resulted in victims returning to unsafe situations. The federal government significantly increased funding for victims of human trafficking by appropriating more than $42 million in funding to DOJ and more than $15 million in funding to HHS for FY 2015. NGOs also reported authorities sometimes placed children in restrictive residential placements, creating a situation that mimics the victims' circumstances living under their trafficker's control.

Some NGOs reported concerns about the federal government's effectiveness in screening unaccompanied migrant children who came to the attention of federal authorities. The TVPA outlines the procedures that apply to unaccompanied children from contiguous countries who are apprehended at a land border or port of entry. Such children must be screened to ensure they are not victims of and are not at risk of trafficking, that they do not fear persecution, and that they are able to make an independent decision whether to withdraw their applications for admission to the United States. If they meet all these requirements, they may be permitted to withdraw their applications for admission and return to their country of origin. If not, these children must be treated in the same way as unaccompanied children from non-contiguous countries, who must be transferred to HHS within 72 hours of determining the child is unaccompanied. When children are placed in the care and custody of HHS, they are screened for trafficking victimization in the United States or abroad. When appropriate, HHS makes a determination of eligibility for benefits and services, which may include long-term assistance. HHS assisted 113 child victims of trafficking through its Unaccompanied Refugee Minors Program in 2014, which requires states to provide the same assistance, care, and services available to foster children.

The United States supported foreign national and U.S. citizen victims by using victim assistance coordinators in law enforcement and prosecutors' offices during trafficking investigations and prosecutions, and by providing foreign nationals immigration protection. DHS provides trafficking-specific immigration relief to trafficking victims in two ways: short-term Continued Presence and longer-term "T nonimmigrant status" (commonly referred to as the T visa). Both statuses confer the right to legally work in the United States. T visa applicants must be in the United States on account of trafficking and show cooperation with reasonable requests from law enforcement unless they are under 18 years of age or are unable to cooperate due to trauma suffered. In the application for the T visa, victims may petition for certain family members, including certain extended family members who face a present danger of retaliation; T visa beneficiaries and their derivative family members are authorized to work and are eligible for certain federal public benefits and services. After three years, or upon the completion of the investigation or prosecution, victims with T visas may be eligible to apply for lawful permanent resident status and eventually may be eligible for citizenship.

In FY 2014, DHS issued Continued Presence to 130 trafficking victims who were potential witnesses, a continued decrease from 171 in FY 2013 and 199 in FY 2012. DHS granted T nonimmigrant status to 613 victims and 788 eligible family members of victims in 2014, representing a decrease from 848 and 975, respectively, from the two previous periods. Scheduled updates to T visa implementing regulations were not released. NGOs reported ongoing concerns about the low numbers of Continued Presence issued to trafficking victims and the difficulty some labor trafficking victims faced in obtaining Continued Presence. In April 2015, DOL began implementing a new policy of certifying applications for T visas, which NGOs noted will provide more opportunities to provide victims with needed support. NGO reports also stated that in some cases immigration enforcement by state and local law enforcement officers negatively affected immigrant victims' willingness to approach local authorities for help.

Another immigration benefit available to trafficking victims is the "U nonimmigrant status" (commonly referred to as the U visa) for victims of certain qualifying crimes who are helpful in the investigation or prosecution of the qualifying criminal activity. There is a 10,000 statutory maximum for the U visa each fiscal year. In FY 2014, there were 17 approved principal applicants where trafficking was the qualifying crime. In 2015, DOL also expanded its U visa program to consider certification requests for three additional qualifying crimes: forced labor, fraud in foreign labor contracting, and extortion. However, NGOs reported trafficking victims continued to face difficulties obtaining U visas, citing increased processing periods in some cases and overall demand that exceeded the annual statutory cap. DHS reported decreased application processing times for both T and U visas in FY 2014.

In 2014, a DOS program reunified 327 family members with identified victims of trafficking in the United States, an increase from 240 in FY 2013, and 209 in FY 2012. This program provided five survivors with assistance returning to their home countries. DOS provided $724,893 in FY 2014 to support this program.

Multiple agencies across the federal government continued to provide training to federal, state, local, and tribal law enforcement, as well as to NGO service providers and health and human service providers to encourage more consistent application of

a victim-centered approach in all phases of victim identification, assistance, recovery, and participation in the criminal justice process.

Although federal, state, and local grant programs existed for vulnerable children and at-risk youth, child trafficking victims, especially boys and transgender youth, faced difficulties obtaining needed services. During the reporting period, HHS maintained level funding to train service providers for runaway and homeless youth and continued to provide formal guidance to states and service providers on addressing child trafficking, particularly as it intersects with the child welfare system and runaway and homeless youth programs. An NGO noted reports of gang-controlled child sex trafficking and of the growing use of social media by traffickers to recruit and control victims. NGOs continued to express concern that federal and state efforts to prevent and respond to child labor trafficking allegations were inadequate.

Some trafficking victims, including those under 18 years of age, were detained or prosecuted for conduct committed as a direct result of being subjected to trafficking. NGOs reported many state and local authorities failed to treat sex-trafficked children as victims of trafficking by arresting and incarcerating them, including in states with "safe harbor" laws designed to protect them from such criminalization. Further, NGOs reported state and local law enforcement continued to arrest some identified trafficking victims in order to ensure they would have access to services through detention, and, in some cases, to obtain testimony against their trafficker. To address these challenges, HHS facilitated training with advocates, attorneys, and service providers across the United States to increase identification of child trafficking victims.

PREVENTION

The U.S. government made progress on efforts to prevent trafficking. The President's Interagency Task Force to Monitor and Combat Trafficking in Persons reported on agency accomplishments in combating human trafficking. Federal agencies provided opportunities for stakeholder input and transparency, including by convening a White House forum with private sector leaders and NGOs on combating human trafficking in supply chains, and incorporating survivor consultants in government training courses and outreach campaigns. The government continued to implement the *Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States, 2013 – 2017*.

The government continued public outreach measures about the causes and consequences of human trafficking. HHS continued to fund an NGO to operate the National Human Trafficking Resource Center and hotline that received more than 21,000 calls in 2014 from across the United States. At the state level, 25 states required or encouraged a trafficking hotline number to be posted or promoted. U.S. embassies and consulates worldwide provided a "Know Your Rights" pamphlet that included the national hotline number and confirmed that applicants for temporary work and exchange visitor visas received, read, and understood the pamphlet, an effort that subsequently generated 791 calls to the national hotline. Some embassies and consulates also began to play in consular waiting rooms a new "Know Your Rights" video, available in 13 languages. One federally-funded report found more training was needed for consular officers in detecting trafficking. The Department of Transportation and DHS created a human trafficking awareness campaign for the motor coach industry that incorporated stakeholder input. In 2015, DHS continued its nationwide human trafficking public awareness Blue Campaign and trained both U.S. and international law enforcement. HHS created a new "End Trafficking" website and conducted outreach to new communities, including tribal leaders. The Department of Education completed an online guide to help school communities identify potential victims, take the appropriate steps to protect students, and work with law enforcement partners. The U.S. Agency for International Development funded anti-trafficking activities in more than 15 countries. The Equal Employment Opportunity Commission (EEOC) conducted more than 250 anti-trafficking outreach events, including media interviews, trainings, and presentations to underserved populations. The Department of Agriculture (USDA) in partnership with DHS launched human trafficking awareness training available to more than 100,000 USDA employees in all 50 states and abroad. DoD provided annual anti-trafficking training for all DoD personnel, civilian and military, including troops prior to their deployment abroad as part of international peacekeeping missions. The government also continued to conduct a number of awareness activities for its personnel, including general awareness trainings, trainings specific to law enforcement and acquisition professionals, and increased efforts to train staff in field offices. NGOs noted prevention efforts should better emphasize victims' rights and protections under federal law and should seek survivor input to better reach potential victims.

There were reports of abuses, including allegations of human trafficking, of workers in the United States on work-based or other nonimmigrant visas. In a March 2015 report, the Government Accountability Office recommended increased protections for foreign workers. NGOs reported the United States had insufficient laws regulating foreign labor recruiters and fraud was rampant among these recruiters. To reduce the vulnerability of migrant workers, NGOs called for the passage of a federal law that, in addition to prohibiting recruiters from charging fees to workers, would mandate recruiters disclose the terms of employment, register recruiters with the government, and subject recruiters to penalties for violating these protections. During the reporting period, DOL and DHS took steps to strengthen worker protections with respect to wages, working conditions, transparency around the identity of foreign labor recruiters, and benefits and remedies, including protection from retaliation, that must be offered to H-2B (temporary non-agricultural workers) and U.S. workers performing similar jobs. Both the H-2A (temporary agricultural workers) and H-2B programs prohibit directly or indirectly charging foreign workers job placement, recruitment, or other fees related to employment, and both require disclosure of the terms of employment.

In the J-1 Summer Work Travel Program, DOS prohibited jobs deemed dangerous to exchange visitor health, safety, and welfare, and continued to implement a program to monitor participant health, safety, and welfare. In summer 2014, DOS visited 676 exchange visitor sites in 33 states and, by early 2015, DOS had conducted 54 site visits in six states.

The government provided anti-trafficking training for its diplomatic personnel, aimed at preventing their engagement in or facilitation of trafficking crimes. DOS provided both classroom and web-based training for diplomatic security personnel, consular officers, and other employees. The government continued efforts to prevent forced labor of domestic workers employed by foreign mission personnel (or by foreign employees of international organizations) in the United States, including by prohibiting deductions from wages for food and lodging and requiring non-cash wage payments directly

to the worker. In 2014, DOS briefed foreign embassy Deputy Chiefs of Mission reiterating U.S. requirements and the foreign missions' responsibility for the welfare of these workers. Despite these efforts, NGOs raised concerns that foreign diplomats could evade current protection measures in place for foreign domestic workers and recommended the government take additional steps to protect domestic workers employed by foreign diplomats.

Civil enforcement of federal laws was a significant component of the government's anti-trafficking efforts. DOL targeted industries employing vulnerable workers, and its field investigators were sometimes the first government authorities to detect exploitative labor practices. EEOC, which enforces Title VII of the Civil Rights Act of 1964 and other employment discrimination statutes, continued to litigate three cases involving human trafficking on behalf of over one thousand claimants.

Federal law allows for a trafficked person to independently file a civil cause of action. In 2015, a federal jury awarded $14 million in damages to five Indian guest workers victimized in a labor trafficking scheme in Mississippi who filed civil claims. This amount was the largest ever awarded by a jury in a labor trafficking case in the United States. NGOs noted the importance of state law provisions, such as California's civil code, that allow for claims to be filed on behalf of trafficking victims.

U.S. laws provide extraterritorial jurisdiction over child sex tourism offenses perpetrated overseas by U.S. citizens. FBI made six criminal arrests resulting in six indictments and two individuals were convicted in child sex tourism cases in FY 2014. DHS took proactive steps to prevent child sex tourism in 2014 and shared information with foreign law enforcement counterparts about registered child sex offenders prior to their travel abroad (from the United States). DHS made more than 45 child sex tourism related arrests in FY 2014.

The U.S. government undertook efforts to reduce the demand for commercial sex and forced labor in the reporting period. DHS worked with city and state partners to raise awareness of trafficking in advance of the 2015 Super Bowl. DoD issued a new policy prohibiting U.S. military personnel in South Korea from paying for companionship of employees of so-called "juicy bars" because of the bars' links with prostitution and sex trafficking. DoD investigated 39 cases of service members allegedly violating DoD's prohibition relating to the procurement of commercial sex, up from 27 such investigations the previous year.

The government amended the Federal Acquisition Regulation in 2015 to strengthen protections against trafficking in federal contracts, including by prohibiting contractors and those in their supply chain from charging employees recruitment fees, using recruiters that do not comply with local labor laws of the country where the recruiting takes place, or using misleading or fraudulent recruitment practices. FBI and other federal law enforcement agencies investigated allegations of debt bondage and excessive recruitment fees that were required of third-country nationals working on certain U.S. government contracts abroad. There were no reports of civil actions or criminal prosecutions, or other sanctions against noncompliant employers and labor contractors, including debarment of noncompliant employers or labor contractors from U.S. programs.

DOL updated the list of goods it has reason to believe are produced by child labor or forced labor in violation of international standards to add alcoholic beverages and meat. DOL translated into three languages its web-based toolkit providing guidance to businesses and other stakeholders to address child labor and forced labor in global supply chains.

The Department of the Interior (DOI) provides services directly or through contracts, grants, or compacts to 566 federally-recognized tribes with a service population of about 1.9 million American Indian and Alaska Natives, known to include populations vulnerable to human trafficking. In FY 2014, DOI continued outreach to numerous federal, state, and tribal law enforcement agencies to determine how human trafficking affects tribal communities and to identify promising practices and needed services for victims. HHS continued to host community listening sessions with tribal leaders, integrated human trafficking as part of its tribal consultation activities, and issued an information memorandum on human trafficking to all 183 Administration for Native American grantees from across the nation and Pacific territories. HHS funded an NGO providing education and work force development for young American Indian men at high risk for commercial sexual exploitation and piloted training for health care providers serving potential victims of human trafficking in the Bakken area of North Dakota. Challenges include a lack of a criminal justice infrastructure adequate to the needs of Indian country and a scarcity of social services for victims.

U.S. INSULAR AREAS

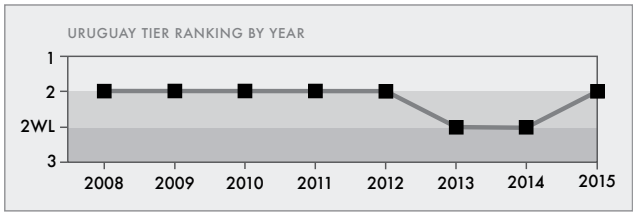
All forms of trafficking are believed to occur in the U.S. insular areas. In the Commonwealth of Puerto Rico, during the reporting period, a child sex trafficker was convicted and sentenced to more than 24 years' imprisonment. The Puerto Rico Police Department and DHS investigated this case, and DOJ prosecuted it in federal court. While three sections of Puerto Rico's penal code address human trafficking and slavery, it has not been updated to reflect modern anti-trafficking laws. In the U.S. Virgin Islands (USVI), an anti-trafficking bill introduced in a previous session was not enacted. In 2014, HHS funded anti-trafficking training in Puerto Rico and USVI. In Guam, there was a Human Trafficking Task Force consisting of four committees: Outreach and Research, Intervention, Law Enforcement, and Victim Services. There was also a DOJ-led taskforce in the Commonwealth of the Northern Mariana Islands (CNMI). There were no known human trafficking investigations, prosecutions, or victim identifications in American Samoa, CNMI, Guam, or USVI during the reporting period.

URUGUAY: Tier 2

Uruguay is a source, transit, and destination country for men, women, and children exploited in forced labor and sex trafficking. Uruguayan women and girls—and to a more limited extent transgender and male youth—are exploited in sex trafficking within the country. Uruguayan women are forced into prostitution in Spain, Italy, Argentina, and Brazil, though numbers of identified Uruguayan victims exploited abroad have decreased in recent years. Women from the Dominican Republic, and to a lesser extent from South American countries, are exploited in sex trafficking in Uruguay. Foreign workers in domestic service, agriculture, and lumber processing are vulnerable to forced labor. Some foreign fishermen aboard foreign-flagged commercial boats that have docked in Uruguay have reported indicators of forced labor, such as nonpayment of wages and physical and verbal abuse.

Uruguayan officials have identified citizens of other countries, including China and the Dominican Republic, transiting Uruguay *en route* to other countries, particularly Argentina, as potential victims of sex and labor trafficking.

The Government of Uruguay does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities identified and assisted an increased number of potential foreign sex trafficking victims and achieved the country's first reported conviction for labor trafficking. The lack of accurate data on trafficking investigations, prosecutions, and convictions made it difficult to assess the government's overall law enforcement efforts. Government funding for victim services, particularly for lodging, continued to be inadequate. The extent of efforts to assist internal trafficking victims and investigate internal trafficking cases was unclear, in part because Uruguayan law defines human trafficking as a movement-based crime.



RECOMMENDATIONS FOR URUGUAY:

Intensify efforts to investigate and prosecute all forms of trafficking and hold traffickers accountable through convictions and sufficiently stringent sentences; pass and enact a law that prohibits all forms of trafficking and specifically criminalizes prostitution of children as child sex trafficking; increase funding for and availability of specialized services for trafficking victims; continue to increase training for law enforcement officials, labor inspectors, prosecutors, judges, and social workers on how to identify and assist victims of sex and labor trafficking; implement a data collection system to maintain official statistics on law enforcement efforts and victim identification; create and implement formal guidelines for additional government officials to identify trafficking victims among vulnerable populations, including people in prostitution and migrant workers; and publish and implement a national action plan.

PROSECUTION

The government convicted two labor traffickers, but made mixed progress on other law enforcement efforts. Article 78 of the immigration law, enacted in 2008, prohibits only transnational forms of trafficking, prescribing penalties of four to 16 years' imprisonment, which are sufficiently stringent and commensurate with punishments prescribed for other serious crimes. This article establishes the use of violence, intimidation, deceit, or abuse of the vulnerability of the victim as an aggravating factor rather than an essential element of the crime. Articles 280 and 281 of the penal code prohibit forced labor occurring within Uruguay's borders, prescribing sentences ranging from two to 12 years' imprisonment for reducing a person to slavery or for imprisonment for the purposes of profiting from the coercive use of the victim's services. Authorities can use sexual exploitation or pimping statutes to prosecute domestic sex trafficking cases; some of these statutes prescribe lesser sentences that can be commuted to community service or fines. Two judges in the specialized court on organized crime in Montevideo had jurisdiction over all trafficking cases carried out by organized criminal groups of three or more individuals; this court lacked sufficient staffing and funding. Some trafficking cases meeting these guidelines were not referred to this court by local officials. All other trafficking cases were heard by local courts with less expertise in human trafficking.

The government did not collect comprehensive data on anti-trafficking law enforcement efforts and had no system for tracking court cases. Uruguayan officials reported investigating two transnational sex trafficking cases in 2014, but did not report how many internal trafficking investigations were initiated during the year. A prosecutor and a judge determined there was insufficient evidence to investigate claims of labor trafficking of African fishermen aboard a Chinese-flagged vessel, ruling that any potential abuse occurred out of Uruguay's jurisdiction. Notably, not all potential victims in this case were interviewed. The labor ministry brokered an agreement between the Chinese company and the fishermen to cover back pay and the fishermen's return to their countries of origin. The government initiated the prosecutions of five suspected sex traffickers in two cases in 2014; both cases involved Dominican victims. The organized crime court convicted two traffickers for labor trafficking in 2014; after appeal, the sentences were reduced to 24 months' and 10 months' imprisonment, below the mandatory minimum under Article 78. The government did not report if either sentence was suspended. In comparison, authorities did not report any trafficking convictions in 2013. The government did not report any other prosecutions or convictions despite numerous press reports of possible trafficking investigations in recent years. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses. The government provided training to law enforcement, immigration, and judicial officials on human trafficking, including in partnership with an international organization. Authorities reported collaboration with foreign governments on an unspecified number of trafficking investigations in 2014.

PROTECTION

Uruguayan authorities assisted an increased number of transnational trafficking victims in 2014, although specialized victim services remained inadequate. While labor inspectors screened for possible trafficking cases and Uruguayan officials had access to a regional guide on how to identify female victims of international sex trafficking, some officials lacked guidelines for identifying trafficking victims among vulnerable populations. The Ministry of Social Development (MIDES) reported assisting 113 possible victims of trafficking and sexual exploitation in 2014, including five potential labor trafficking victims, a significant increase from 40 possible victims identified in 2013. Ninety-seven possible victims were from the Dominican Republic, while 12 were Uruguayan. The government did not distinguish between women consensually engaged in prostitution and potential victims of sex trafficking, so it was unclear how many of the women assisted by MIDES were exploited in sex trafficking. Authorities did not report identifying any male victims, although an international organization assisted three male victims. The government did not report identifying any child victims of trafficking in 2014 and the National Institute for Children and Adolescent Affairs (INAU) did not report how many children it identified in commercial sexual exploitation during the year.

The government provided 2,730,000 Uruguayan pesos ($114,000) for MIDES to assist adult female sex trafficking victims and women in prostitution with psychological, medical, and other services. MIDES provided some of this funding to an NGO providing specialized services. There were no specialized shelters for trafficking victims in the country, and NGOs and the government reported a need for more adequate lodging options for sex trafficking victims, as accommodation at other shelters accessible to victims was often not available. INAU did not report how many child trafficking victims it assisted at shelters for at-risk youth. Victim care services were weaker outside the capital. There were no specialized services for male trafficking victims. While authorities did not identify the 28 African fishermen as labor trafficking victims, they provided the men with health care and lodging for several weeks before repatriation. NGOs reported a need for long-term services such as reintegration, housing, and mental health care. MIDES provided an unspecified number of trafficking victims with employment assistance services. There were no reports trafficking victims were jailed, deported, or otherwise penalized for acts committed as a direct result of being subjected to human trafficking. While the government did not offer trafficking-specific legal alternatives to victims' removal to countries where they faced retribution or hardship, authorities offered general asylum and residential work permits to foreign trafficking victims in 2014.

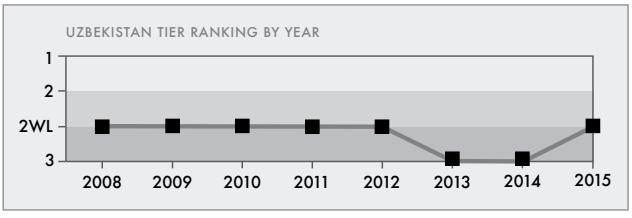
PREVENTION

The government maintained limited prevention efforts during the year. MIDES chaired an interagency committee that coordinated government anti-trafficking efforts; a decree made the committee an official government institution in 2014. Experts reported the committee met infrequently and was largely ineffective. A draft national plan remained under development in 2014. Authorities conducted awareness campaigns largely focused on sex trafficking, including in tourist areas, and launched a campaign with EU funding to raise awareness on commercial sexual exploitation of children. The government took actions to reduce the demand for commercial sex acts involving children by charging individuals who paid children for commercial sex, but did not make efforts to reduce the demand for forced labor. Authorities provided anti-trafficking training to Uruguayan troops prior to their deployment on international peacekeeping missions during the year. The government provided anti-trafficking training or guidance for its diplomatic personnel.

UZBEKISTAN: Tier 2 Watch List

Uzbekistan is a source country for men, women, and children subjected to forced labor and women and children subjected to sex trafficking. Uzbekistani women and children are subjected to sex trafficking in the Middle East, Eurasia, and Asia, and also internally in brothels, clubs, and private residences. Uzbekistani men, and to a lesser extent women, are subjected to forced labor in Kazakhstan, Russia, and Ukraine in construction, oil, agricultural, retail, and food sectors. Internal trafficking is prevalent in the country. Government-compelled forced labor of adults remains endemic during the annual cotton harvest. In 2014, despite a central government-decree banning all participation of those under age 18 in the cotton harvest, local officials mobilized children in some districts. In addition, across much of the country, third-year college and lyceum students continued to be mobilized, an unknown number of whom were not yet 18 years old. Some independent observers alleged that the decreased use of child labor was counterbalanced by an increase in the government's mobilization of adult forced labor to harvest cotton in 2014. There were limited reports that students, at certain institutions, faced the threat of suspension, expulsion, or other forms of harassment by school administrators and teachers if they refused to pick cotton. Some adults who refused to pick cotton, did not pay for a replacement worker, or who did not fulfill their daily quota may have been threatened with the loss of social benefits, termination of employment, and harassment. Private companies in some regions mobilized employees for the harvest under the implicit threat of increased government inspections and taxes. Some independent observers allege that some workers were injured or died, at least in part, due to harvest-related activities in 2014. There were also limited reports that, in some regions, teachers, students, private business employees, and others were at times forced by local officials to work in construction, agriculture, and cleaning parks.

The Government of Uzbekistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government issued and publicized a decree prohibiting the forced labor of children under age 18 in the 2014 cotton harvest and fined college directors and farms for using child labor to pick cotton. In 2014, the government signed a Decent Work Country Programme agreement with ILO to develop national policies to support the government in its observance of ILO Conventions 182 (Worst Forms of Child Labour) and 105 (Abolition of Forced Labour). One component of the agreement authorizes ILO to perform a survey on recruitment practices and working conditions in agriculture, especially the cotton sector. The government also agreed with the World Bank and ILO to allow ILO to monitor the 2015-2017 cotton harvests for child and forced labor in five World Bank-funded project areas, which comprise approximately 60 percent of Uzbekistan's cotton producing territory. Despite these efforts, serious concerns persist, as government-compelled forced labor of adults remained endemic in the 2014 cotton harvest. There were also reports that local government officials, under pressure to fulfill government-decreed cotton quotas, mobilized children in some districts of certain regions, in contravention of the government decree. The government also allegedly attempted to conceal possible labor violations in cotton fields by threatening and detaining at least two activists who were attempting to document them. Regarding protection efforts, the government continued to fund a trafficking rehabilitation center for men, women, and children and Uzbekistan's diplomatic missions abroad helped repatriate 368 victims.



RECOMMENDATIONS FOR UZBEKISTAN:

Continue substantive ongoing actions to eliminate forced child labor during the annual cotton harvest; take substantive action to end the use of forced adult labor during the annual cotton harvest; grant independent civil society groups full, unfettered

access to monitor the annual cotton harvest; investigate and, when sufficient evidence exists, prosecute officials complicit in human trafficking, respecting due process; remove language in contracts that requires college students and state employees to participate in the cotton harvest; improve procedures for identifying trafficking victims to ensure they are systematic and proactive, and efficiently refer victims to protection services; promote awareness of labor rights, including in regard to the cotton harvest, and develop a transparent process for registering and investigating violations of those rights; cease harassment of activists for documenting labor conditions; take additional steps to ensure victims are not penalized for acts committed as a result of being subjected to trafficking, including for illegal border crossing; continue to provide in-kind support to anti-trafficking NGOs to assist and shelter victims; and continue efforts to investigate and prosecute suspected trafficking offenders, respecting due process.

PROSECUTION

The government demonstrated mixed law enforcement efforts; although it made efforts to combat sex and transnational labor trafficking, there was no similar effort to address government-compelled forced labor of adults in the cotton harvest and comprehensive enforcement of the decree prohibiting forced child labor lagged, as local officials in some districts mobilized children at the end of the harvest. Article 135 of the criminal code prohibits both forced prostitution and forced labor, and prescribes penalties of three to 12 years' imprisonment, which are sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. Uzbekistan's law enforcement data are opaque and cannot be independently verified. In 2014, law enforcement agencies reported conducting 1,016 trafficking investigations, compared with 1,093 investigations in 2013. Authorities reported prosecuting 641 people and convicting 583 trafficking offenders in 2014, compared with 597 in 2013. The government reported 559 convicted offenders were sentenced to time in prison and 19 traffickers were sentenced to correctional labor, compared with 583 convicted offenders sentenced to time in prison in 2013. The government reported that of the 583 convicted and sentenced offenders, 130 subsequently received suspended sentences. In 2014, the Ministry of Interior (MOI) converted an existing law enforcement unit in Tashkent to an anti-trafficking section and increased the number of staff devoted to trafficking in each regional anti-trafficking unit.

Official complicity in human trafficking in the cotton harvest remained prevalent. Some adults who refused to pick cotton, pay for a replacement worker, or who did not fulfill their daily quotas may have been threatened with the loss of critical social benefits, termination of employment, and harassment. According to reports, some regional and local authorities applied varying amounts of pressure on government institutions, universities, and businesses to organize students, teachers, medical workers, government and military personnel, private sector employees, and local residents to pick cotton during the 2014 harvest. While there were limited reports of students who obtained exemptions from cotton harvesting by citing Uzbekistan-ratified ILO conventions, other students may have faced the threat of suspension, expulsion, or other forms of harassment by school administrators and teachers if they refused to pick cotton. State employees, including teachers and hospital workers, are bound by a clause in their collective bargaining agreement to be transferred elsewhere for up to 60 days each year and university students sign contracts requiring their participation in the harvest as a condition of school enrollment. These contracts were used to legitimize the mobilization of public sector workers and university students for the cotton harvest. In some districts and cities, local officials pressured private companies to mobilize some of their employees for the harvest with an implicit threat of increased government inspections and taxes. Police threatened and detained at least two activists attempting to document labor violations in the cotton fields.

PROTECTION

The government made efforts to identify, assist, and protect victims of sex and transnational labor trafficking, but demonstrated minimal efforts to assist victims of forced labor in the cotton harvest. In 2014, in observance of the application of the Abolition of Forced Labour Convention which Uzbekistan ratified in 1997, ILO began a survey, with government approval, on recruitment practices and working conditions in agriculture, especially the cotton sector. As the government did not openly acknowledge domestic forced labor of adults in the cotton sector, the identification of and assistance to such victims was stymied. The government reported it identified 1,208 trafficking victims in 2014, the majority of whom were subjected to forced labor, compared with 1,392 in 2013. Of these victims, 143 were exploited within the country, while the remaining victims were Uzbekistani citizens subjected to human trafficking in other countries. NGOs and an international organization identified and assisted 847 trafficking victims in 2014, compared with 451 in 2013. NGOs stated the increase reflected improved collaboration with officials who more consistently referred victims to NGOs.

ILO had neither the mandate nor funding to monitor the 2014 harvest, but provided technical support to the government's monitoring mission. The government conducted monitoring through the creation of eight territorial monitoring groups consisting of government officials, NGO representatives, and the Federation of Trade Unions. These groups conducted 745 interviews across 172 rural regions, including visits to 316 vocational colleges and lyceums and 395 farms. Over the course of the monitoring period, the government reported 41 cases of children picking cotton alongside their parents, as compared with 53 cases of child labor identified during the 2013 harvest. Observers similarly reported a decrease in the number of children mobilized for the 2014 harvest. However, observers also documented local officials in some districts sending entire classes of 13- to17-year-olds to pick cotton towards the end of the harvest and confirmed at least one instance where two children were required to stay out of the cotton fields on a particular day to evade the government's monitoring.

The government did not have a systematic process to proactively identify victims from vulnerable populations, including those subjected to internal trafficking, and refer those victims to protective services. Police, consular officials, and border guards referred potential trafficking victims who were returning from abroad to NGOs for services. Government-provided rehabilitation and protection services were contingent on victims receiving official "victim" status by filing a criminal complaint with the Inter-agency Commission to Combat Trafficking in Persons and the MOI's affirmative decision to open an investigation into the case. Victims who cooperated with law enforcement were allowed to receive security, including escorts to and from trials, under the anti-trafficking law. NGOs reported officials were increasingly complying with legal requirements to maintain victim confidentiality.

The government continued to fund a trafficking rehabilitation center for men, women, and children, which assisted 369 victims in 2014; it included a 30-bed shelter and provided medical, psychological, legal, and job placement assistance. Victims could discharge themselves from the shelter. To remain at the shelter, however, victims had to obey rules, such as obtaining permission to leave, and adhere to a curfew. The government provided funding to local NGOs to conduct vocational trainings and provide health services for victims, in addition to tax benefits and the use of government-owned land. Victims were eligible for medical assistance from the government; in 2014, 898 victims received medical examinations and follow-up care. Uzbekistan's diplomatic missions abroad helped repatriate 368 victims. While there were reports of potential transnational sex and labor trafficking victims facing criminal penalty of a substantial fine or imprisonment for illegally crossing the border, once victims were formally recognized as such, the law exempted them from prosecution for acts committed as a result of being subjected to trafficking. When such victims were nonetheless charged, NGOs reported success in having the charges dropped.

PREVENTION

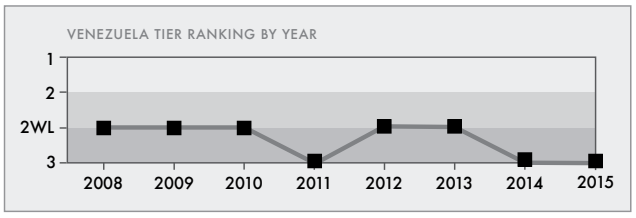
The government improved anti-trafficking prevention efforts. The government continued to implement its national action plan and wide-scale public awareness efforts on transnational sex and labor trafficking, including through events, print media, television, movies, and radio. The Coordination Council on Issues of Child Labor conducted a nationwide campaign about the illegality and risks of using child labor in the cotton harvest by posting bulletins and fliers in schools, colleges and lyceums, distribution of printed information on ILO Convention 182 to administrative officials throughout the country, and hosting roundtables and seminars on child labor. Despite these efforts, local officials in some districts violated the decree banning the use of child labor and mobilized children for the cotton harvest. Eleven professional college directors and two farms were fined for using child labor to pick cotton. The government reported farms paid the levied fines; however, it is unclear if the college directors similarly paid the fines. A limited number of students were able to successfully use a government regulation on the prohibition of the cotton harvest interfering with school work to receive an exemption from the harvest. With government approval, in 2014, the ILO began a survey on recruitment practices and working conditions in agriculture, especially the cotton sector. The government agreed with the World Bank and ILO to allow ILO to monitor the 2015-2017 cotton harvests for child and forced labor in five World Bank-funded project areas, which comprise approximately 60 percent of Uzbekistan's cotton-producing territory. One of the projects includes a cotton harvest mechanization component, which will serve as a preliminary model for the government's plan to increasingly mechanize the harvest and reduce some of the future demand for manual labor. The government also continued to obtain cotton harvesting machines and planned the allocation of the machines to the regions that are most susceptible to labor violations.

The government continued to provide NGOs venues for training programs and awareness-raising activities, as well as free billboard advertising space. The government did not conduct efforts to reduce the demand for commercial sex acts. Uzbekistan was reportedly a destination country for Indian men engaging in sex tourism, including potential child sex tourism. The government provided anti-trafficking training or guidance for its diplomatic personnel.

VENEZUELA: Tier 3

Venezuela is a source and destination country for men, women, and children subjected to sex trafficking and forced labor. Venezuelan women and girls, including some lured from poor interior regions to urban and tourist centers, are subjected to sex trafficking within the country. NGOs continue to report Venezuelan women are subjected to forced prostitution in Caribbean islands, particularly Aruba, Curacao, and Trinidad and Tobago. Venezuelan children are exploited, frequently by their families, in domestic servitude in areas such as cooking, cleaning, and childcare within the country. Venezuelan officials and international organizations have reported identifying sex and labor trafficking victims from South American, Caribbean, Asian, and African countries within Venezuela. Ecuadorian children and women residing in Venezuela are subjected to forced labor in the informal sector and domestic servitude. Reports indicate some of the estimated 30,000 Cuban citizens, particularly doctors, working in Venezuela on government social programs in exchange for the Venezuelan government's provision of resources to the Cuban government may have experienced treatment indicative of forced labor. Indicators of forced labor reported by some Cubans participating in the program include chronic underpayment of wages, mandatory long hours, and threats of retaliatory actions to the citizens and their families if they leave the program.

The Government of Venezuela does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Authorities convicted three sex traffickers and reported training government officials on human trafficking. The lack of reliable data on government anti-trafficking efforts made these efforts difficult to assess. The government reported identifying and assisting some trafficking victims; however, it did not provide detailed information on assistance provided and victim services remained inadequate. Publicly available information indicated many law enforcement efforts under trafficking statutes dealt with illegal adoption. The extent of efforts to investigate internal forced labor, to assist children in prostitution, or to improve interagency coordination to address trafficking was unclear.



RECOMMENDATIONS FOR VENEZUELA:

Provide specialized services for trafficking victims, including child sex trafficking victims, working in partnership with civil society organizations and other service providers; strengthen and document efforts to investigate and prosecute cases of sex trafficking and forced labor, and convict and punish traffickers; develop and publish an anti-trafficking action plan and allocate resources to implement this plan; enhance interagency cooperation, perhaps through forming a permanent anti-trafficking working

group; implement formal and proactive procedures for identifying trafficking victims among vulnerable populations, such as people in prostitution, and for referring victims for care; continue to train government officials on how to identify and respond to potential human trafficking cases; issue guidance to clarify that cases of child prostitution should be handled as child sex trafficking; and improve data collection on government anti-trafficking efforts and make this data publicly available.

PROSECUTION

The government appeared to increase efforts to hold traffickers criminally accountable, though the lack of comprehensive public data on investigations, prosecutions, and convictions made overall law enforcement efforts against human trafficking difficult to assess. Venezuelan law prohibits most forms of human trafficking through a 2007 law on women's rights and a 2005 law on organized crime amended in 2012; these laws prescribe punishments of 20 to 30 years' imprisonment for trafficking of women and girls, for transnational trafficking of men and boys, and for internal trafficking of men and boys when carried out by a member of an organized criminal group of three or more individuals. The penalties for these trafficking crimes are sufficiently stringent and commensurate with penalties prescribed under Venezuelan law for other serious crimes, such as rape. In cases of internal trafficking involving male victims, prosecutors could bring charges against traffickers under other statutes. The law diverges from the 2000 UN TIP Protocol by penalizing illegal adoption as human trafficking. Venezuela's legislature did not pass a draft anti-trafficking law, first introduced in 2010, during the year.

Venezuelan authorities did not report how many total trafficking cases were investigated or how many individuals were prosecuted or convicted for human trafficking in 2014. According to government websites and media reports, many cases pursued under trafficking laws during the year involved illegal adoption, although officials initiated the prosecution of at least one transnational forced labor case investigated in 2013. Media coverage indicated some child sex trafficking cases might have been investigated as other crimes, including child prostitution. According to press reports, three women were convicted of child sex trafficking in January 2014; two were sentenced to eight years and nine months' imprisonment, while one trafficker was sentenced to 18 years and six months' imprisonment. In comparison, there were no reported trafficking convictions in 2013. Authorities provided some anti-trafficking training to hundreds of law enforcement, justice, immigration, and other government officials. The government reported the Ministry of Interior, Justice, and Peace's organized crime office (ONDOFT) worked with the women's ministry to train 520 government officials in Nueva Esparta state on human trafficking in the judicial system, including prosecutors and justice officials in 2014. Authorities did not report cooperating with foreign governments on trafficking investigations during the year. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

Authorities provided limited information about trafficking victim identification and assistance in 2014, but appeared to maintain minimal victim protection efforts. The government did not provide sufficient information to ensure data on trafficking victim identification did not include individuals involved in human smuggling. The government issued a statement reporting ONDOFT assisted eight potential labor trafficking victims from Bangladesh in 2014. This statement also reported ONDOFT assisted 36 trafficking victims in 2013. Of these victims, 16 were reportedly exploited in sex trafficking and 20 in labor trafficking; 17 were Venezuelan citizens, while other victims were from Ethiopia, Ecuador, the Philippines, Somalia, and Bangladesh. Previously, the government had not reported how many trafficking victims it had identified or assisted annually since 2011. The government did not specify the kinds of assistance provided to the victims in 2013 or 2014. An Ethiopian victim of domestic servitude was repatriated in 2014 with funding from an international organization. Some child sex trafficking victims identified in law enforcement operations during the year did not appear to be included in ONDOFT victim identification statistics. The government did not report on the existence of formal procedures for identifying trafficking victims among vulnerable populations, including people in prostitution, and referring them to victim services. Victim referrals to different government entities, including ONDOFT and the women's ministry, seemed to occur on an *ad hoc* basis.

Victim services remained limited. There were no specialized shelters for trafficking victims in the country. Victims could reportedly access government centers for victims of domestic violence or at-risk youth, though services for male victims were virtually nonexistent. NGOs provided some specialized services to victims of sex trafficking and forced child labor. The government reportedly made psychological and medical examinations available to all victims of violent crime, including trafficking victims, but additional victim services—such as follow-up medical aid, legal assistance with filing a complaint, job training, and reintegration assistance—remained lacking. Trinbagonian officials reported coordinating with Venezuelan officials regarding services and repatriation for three Venezuelan victims of sex trafficking exploited in Trinidad and Tobago. There were no publicly available reports of government assistance to repatriated Venezuelan trafficking victims during the reporting period. There was no information made publicly available about whether the government encouraged victims to assist in the investigation and prosecution of traffickers. There were no publicly available reports of victims in Venezuela being jailed or penalized for unlawful acts committed as a direct result of being subjected to trafficking, and NGOs and international organizations reported this did not generally occur. Foreign victims who faced retribution if returned to their country of origin could apply for refugee status, but it was unclear if any victims did so in 2014.

PREVENTION

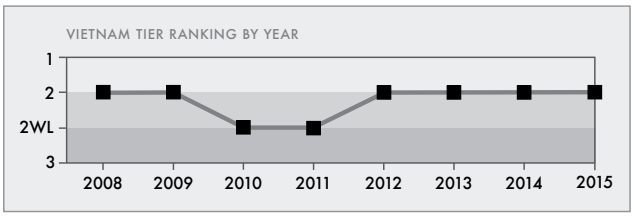
The Venezuelan government conducted limited efforts to prevent human trafficking during 2014, similar to the previous year. No permanent anti-trafficking interagency body existed, and the government did not have an anti-trafficking plan or strategy. ONDOFT was responsible for coordinating government anti-trafficking efforts but ceased social media activity raising awareness on human trafficking as of April 2014. Authorities continued some awareness efforts, including a public service announcement and distribution of anti-trafficking posters and pamphlets, most of which focused on sex trafficking of women and girls. There were no publicly available reports of new investigations, prosecutions, or convictions for child sex tourism offenses in 2014. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government did not report any specific activities to reduce the demand for commercial sex acts during the year.

VIETNAM: Tier 2

Vietnam is a source country for men, women, and children subjected to sex trafficking and forced labor within the country and abroad. Vietnamese men and women migrate abroad for work independently or through state-owned, private, or joint-stock labor export recruitment companies. Some are subsequently subjected to forced labor in the construction, fishing, agricultural, mining, logging, and manufacturing sectors, primarily in Taiwan, Malaysia, South Korea, Laos, the United Arab Emirates, and Japan. Vietnamese women and children are subjected to sex trafficking abroad; many are misled by fraudulent labor opportunities and sold to brothel operators on the borders of China, Cambodia, and Laos, while others are subjected to sex trafficking in Thailand and Malaysia. Some Vietnamese women who travel abroad for internationally brokered marriages, mostly to China and increasingly Malaysia, are subsequently subjected to domestic servitude or forced prostitution. Debt bondage, passport confiscation, and threats of deportation are tactics commonly used to compel Vietnamese victims into servitude. An increasingly reported tactic is men using the internet to lure young women and girls into online dating relationships and persuading them to move abroad where they are subjected to forced labor or sex trafficking. Victims are often recruited by relatives or acquaintances, often with the knowledge, consent, or urging of close family members. Vietnamese organized crime networks recruit and transport Vietnamese nationals, especially children, to Europe—particularly the United Kingdom and Ireland—and subject them to forced labor on cannabis farms; they are lured with promises of lucrative jobs and compelled into servitude through debt bondage. Vietnam's labor export companies—many affiliated with state-owned enterprises—sometimes charge fees in excess of the law for work abroad, leaving workers with exorbitant debts and vulnerable to forced labor and debt bondage. Upon arrival in destination countries, some workers find themselves compelled to work in substandard conditions for little or no pay, with large debts and no credible avenues of legal recourse. Recruitment companies are sometimes unresponsive to workers' requests for assistance in situations of exploitation.

Within the country, Vietnamese men, women, and children are subjected to forced labor. NGOs report street children and children with disabilities are particularly vulnerable. Children are subjected to forced street hawking and forced begging in major urban centers of Vietnam. Some children are victims of forced and bonded labor in informal garment and brick factories or urban family homes and privately run rural gold mines. Children, many from rural areas, are subjected to sex trafficking. Vietnam is a destination country for child sex tourism, with perpetrators reportedly coming from Asia, the United Kingdom, Australia, Europe, and the United States. The government implemented a new legal provision in 2014 that requires a judicial proceeding before a drug user is sent to a compulsory drug detoxification center and restricted the number of hours a detainee can work to no more than three hours per day. During the reporting year, some drugs users serving administrative sentences under the previous legal provision remained in the detoxification centers and were subjected to forced labor. NGOs report trafficking-related corruption occurs, primarily at the local level, where complicit officials at border crossings and checkpoints accept bribes from traffickers and opt not to intervene on victims' behalf when family relationships exist between traffickers and victims.

The Government of Vietnam does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Vietnamese authorities continued to prosecute and convict internal and transnational sex traffickers, but did not pursue criminal prosecutions for labor traffickers exploiting victims transnationally or within Vietnam. The government reported an increased number of officials received anti-trafficking training; however, many officials were unable to identify and investigate labor trafficking cases, resulting in a failure to identify victims and to pursue criminal investigations in 2014. Often, government responses to overseas workers facing debt bondage or forced labor situations were inconsistent and inadequate. However, government officials abroad assisted with the return of trafficking victims in 2014 and worked with NGOs to help repatriate victims from China and Malaysia. NGOs report border officials in high-risk trafficking areas increased their engagement to investigate trafficking cases, but official complicity remained an impediment to anti-trafficking efforts in Vietnam.



RECOMMENDATIONS FOR VIETNAM:

Using provisions of the 2012 anti-trafficking law, vigorously prosecute all forms of trafficking and convict and punish traffickers, especially in cases involving forced labor or complicit officials; ensure draft anti-trafficking amendments to the penal code allow for criminal prosecutions of labor traffickers; actively monitor labor recruitment companies and enforce regulations that prohibit the imposition of excessive recruitment fees; increase training for officials on the anti-trafficking law, with a specific focus on identifying and investigating cases of forced labor and internal trafficking cases; cease the practice of subjecting Vietnamese drug users to forced labor in government-run drug rehabilitation centers; implement policies for the proactive identification and provision of assistance to victims among vulnerable groups, such as migrant workers, individuals in prostitution, and child laborers, and train relevant officials in the use of such procedures; provide training for consular officials on worker rights and international labor standards; support efforts of international organizations or other stakeholders to research and report on trafficking trends in Vietnam, including the public release of findings; improve data collection and disseminate at the national level on all forms of trafficking; improve interagency cooperation on anti-trafficking efforts in order to effectively implement the national plan of action; develop programs that reduce stigma and promote reintegration of trafficking returnees; and implement anti-trafficking campaigns directed at those who solicit adults and children in the sex trade.

PROSECUTION

The government sustained law enforcement efforts to combat trafficking. Vietnam's 2012 anti-trafficking law expanded on Articles 119 and 120 of the country's penal code to specifically define and criminalize sex and labor trafficking, although it was unclear if the law prohibited all forms of trafficking. Based on severity of the crime, these articles prescribe punishments ranging from two

to 20 years' and three to 25 years' imprisonment, respectively, which are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape, and also impose fines on traffickers ranging between five and 50 million Vietnamese dong ($240-$2,350). In 2014, the government launched a nationwide computer database to track trafficking cases; however, inconsistencies in data collected on anti-trafficking law enforcement and victim identification data persisted.

In 2014, the government arrested 685 suspected traffickers, of which it prosecuted 472 (346 under Article 119 and 126 under Article 120) and convicted 413, with sentences ranging mostly from three to 15 years' imprisonment, a slight decrease from the 420 offenders convicted in 2013. Authorities did not report how many cases involved sex or labor trafficking or how many were for internal or transnational trafficking. Although the 2012 anti-trafficking amendments provide a criminal law basis to prosecute these crimes, officials primarily pursued labor trafficking cases as administrative violations under the country's labor laws, which do not provide criminal penalties. Officials continued to participate in joint investigations and rescue operations in China, Cambodia, and Laos. A lack of coordination across provincial agencies impeded overall law enforcement progress in Vietnam, and officials sometimes did not pursue trafficking investigations due to provincial budgetary constraints. Contract disputes between workers and labor recruitment companies—for fraudulent recruitment and conditions indicative of forced labor—were left largely to companies to resolve. Although workers had the legal right to take cases to court, few had the resources to do so. The government reported an increased number of officials received anti-trafficking training. The Ministry of Public Security conducted 40 interagency trainings for 1,000 officials on anti-trafficking investigations. However, local officials had difficulties applying anti-trafficking legislation. Although trafficking-related corruption continues to occur, the government did not report any investigations, prosecutions, or convictions of officials complicit in human trafficking offenses.

PROTECTION

The government demonstrated modest efforts to protect victims. In 2014, authorities identified 1,031 potential trafficking victims but did not report how many were exploited in sex or labor trafficking, how many were adults or children, or how many were exploited in Vietnam or abroad. In comparison, authorities certified 982 trafficking victims in 2013. Victim identification and referral mechanisms remained weak throughout the country. The government had a formal procedure for victim identification, but it did not proactively employ it to identify victims among vulnerable groups, such as women arrested for prostitution, migrant workers returning from abroad, and child laborers. It also did not systematically refer victims to protective services due to inadequacies that persisted in its formal referral process. Officials continued to conflate trafficking with smuggling, which precluded the identification of victims who voluntarily migrated abroad.

In 2014, the Ministry of Labor, Invalids, and Social Affairs (MOLISA) provided protection and reintegration support to 668 trafficking victims, of which the government repatriated over half. Protection services varied by location but generally included legal aid, counseling, shelter, vocational training, healthcare, and financial allowances. Authorities did not report the number of victims who used the one-time government cash subsidy—up to one million dong ($50). MOLISA's social protection centers, which provided services to a wide range of vulnerable groups, sometimes housed trafficking victims; these centers are often underfunded and lack appropriately trained personnel to assist victims. The Vietnam Women's Union, in partnership with NGOs and with foreign donor funding, continued to operate three shelters in urban areas, one of which was trafficking-specific. Vietnam had no shelters or services specifically for assisting male or child victims and none devoted specifically to victims of labor trafficking. Vietnam maintained labor attachés at their embassies in nine countries receiving large numbers of documented Vietnamese migrant workers; however, reports allege some Vietnamese diplomatic personnel lacked sufficient training to adequately assist victims. Vietnam lacked diplomatic representation or bilateral agreements with some countries where Vietnamese citizens were subjected to trafficking, inhibiting victims' access to government assistance and impeding the government's protection efforts. In some repatriation cases, Vietnamese diplomatic missions provided basic provisions, transportation, and healthcare to Vietnamese victims subjected to trafficking abroad. The government reportedly encouraged trafficking victims to assist in judicial proceedings against traffickers and offered some protection and compensation to victims, yet victims expressed trepidation to use them given the endemic social stigma attached to being a victim, fear of retribution in their local communities, and fear of punishment for illegal acts committed in the course of being subjected to trafficking. Vietnamese law protects victims from being prosecuted for actions taken as a consequence of being subjected to trafficking; however, officials are not properly trained in identification of trafficking victims, which may have led to the treatment of some victims as criminals. The government did not offer foreign victims legal alternatives to their removal to countries where they faced retribution or hardship.

PREVENTION

The government maintained efforts to prevent trafficking. During the latter part of 2014 and early 2015, the government commenced initial planning of a new four-year (2016-2020) national anti-trafficking action plan by developing future anti-trafficking priorities, though it did not include a specific budgetary allotment for its implementation. The government shared limited information on trafficking statistics and anti-trafficking operations with the international community, but the lack of accurate reporting on labor trafficking stymied anti-trafficking progress in the country. In 2014, officials supported anti-trafficking awareness campaigns by partnering with national and local media outlets to conduct radio and television stories and publish news articles on trafficking. It hosted community dialogues on vulnerabilities to labor trafficking. The government fined or suspended the licenses of approximately 40 recruitment companies and suspended the licenses of five companies for collecting excess fees or withholding payments to workers. The minimum and maximum pre-departure fee and deposit system for Vietnamese migrant workers—ranging from 6.50-65.0 million dong ($300-$3,000)—could have decreased the debt burden experienced by some workers if enforced; however, this scheme could have also increased overseas workers' vulnerability to debt bondage. The government made some efforts to reduce the demand for commercial sex acts or forced labor. Throughout the reporting period, the government led raids at brothel and unscrupulous massage parlors, and it administered fines and suspended the licenses of some companies that used forced labor. It provided anti-trafficking training or guidance for its diplomatic personnel.

YEMEN: Tier 3

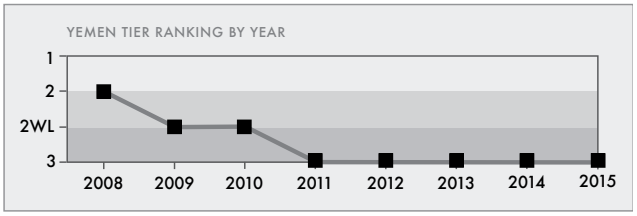
Yemen is a country of origin and, to a lesser extent, transit and destination, for men, women, and children subjected to forced labor, and women and children subjected to sex trafficking. Yemen's deteriorating security situation, weakened rule of law, and deepening poverty in 2014 increased trafficking activities. As a result of Houthi expansion and eventual seizure of government institutions in late 2014, the number of child soldiers utilized by armed groups greatly increased. Checkpoints operated by Houthi militias and government forces are often manned by armed boys who appear to be as young as 10 years old. Some Yemeni children, mostly boys, migrate to the cities of Aden and Sana'a or to Saudi Arabia and, to a lesser extent, Oman—where they are subjected to forced labor in domestic service, small shops, or as beggars. Some of these children are forced into prostitution by traffickers, security officials, and their employers upon arrival in Saudi Arabia, while others are forced to smuggle drugs into Saudi Arabia.

During the reporting period, an international organization reported that a total of 344,348 Yemeni migrant workers were deported from Saudi Arabia and returned to Yemen through the al-Tuwal and al-Buq border crossings. The majority of deportees returned to the Tihamah region located on the west coast of Yemen, among the poorest regions of the country. Many of the deportees remain displaced, without access to food, shelter, or medical services, leaving these individuals highly vulnerable to exploitation, including human trafficking. Thousands of Syrian refugees, who have relocated to Yemen to escape the protracted fighting in their home country, similarly are at risk of being subjected to human trafficking. The Yemeni government and international NGOs estimate there are approximately 1.7 million child laborers under the age of 14 in Yemen, some of whom are subjected to forced labor. Yemeni children are subjected to sex trafficking within the country and in Saudi Arabia. Girls as young as 15 years old are exploited for commercial sex in hotels and clubs in the Governorates of Sana'a, Aden, and Taiz. The majority of child sex tourists in Yemen are from Saudi Arabia, with a smaller number possibly originating from other Gulf nations. Some Saudi men used legally contracted "temporary marriages" for the purpose of sexually exploiting Yemeni girls—some reportedly as young as 10 years old, and some of whom are later abandoned on the streets of Saudi Arabia. Civil society organizations report that, as a result of the dire economic situation in Yemen, particularly in the north, sex trafficking of Yemeni children increased over the past several years. In addition, some sources report the practice of chattel slavery continues in Yemen. While no official statistics exist detailing this practice, a 2014 study by a human rights organization documented 190 cases of slavery in three directorates of Hajjah governorate. Other sources also report there could be several hundred other men, women, and children sold or inherited as slaves in al-Hodeida and al-Mahwit governorates.

Yemen's political and economic crises, cultural acceptance of child soldiering, weak law enforcement mechanisms and limited political will severely limited the country's capacity to end the use of child soldiers. Despite a 1991 law requiring members of the armed forces to be at least 18 years of age and a May 2014 UN action plan to prevent recruitment of children into its armed forces, credible reports indicated children under 18 joined the official government armed forces and tribal militias throughout the country. Furthermore, following the Houthi takeover of the Yemeni government in September 2014, the number of child soldiers recruited by militias accelerated. During the reporting period, underage recruits with weapons were frequently seen manning checkpoints in and around Sana'a. Various militias and popular committees used boys between the ages of 13 and 17 years to guard checkpoints, and NGOs reported children were recruited by Houthi, southern tribal, and Salafi forces. Al-Qa'ida in the Arabian Peninsula recruited boys for combat operations against military and security forces. Some families supportive of Houthi rebels, including those residing in locations outside Houthi control, had previously sent their children to the Houthi stronghold of Sa'ada in northwestern Yemen for arms training by the Houthis to serve in their militias.

Yemen is also a transit and destination country for women and children, primarily from the Horn of Africa, for sex trafficking and forced labor. In 2014, 91,000 migrants from the Horn of Africa landed on the shores of Yemen, and an estimated 20 percent of these arrivals are believed to be unaccompanied children. Ethiopian and Somali women and children travel voluntarily to Yemen with the hope of working in other Gulf countries, but some are subjected to sex trafficking or domestic servitude in Yemen. Others migrate based on fraudulent offers of employment as domestic servants in Yemen, but upon arrival are subjected to sex trafficking or forced labor. Some female refugees are forced into prostitution in Aden and Lahj governorates. Yemeni and Saudi gangs transport African children to Saudi Arabia for the purpose of exploitation. Some refugees and migrants from the Horn of Africa who voluntarily transit Yemen *en route* to Saudi Arabia and other Gulf countries are abandoned in Yemen and abused by traffickers. There are a large number of Syrian refugees in Yemen, with an estimated 12,000 present at the end of 2014. Syrian refugee women and children begging in the streets in Yemen are highly vulnerable to forced labor and sex trafficking.

The Government of Yemen does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government did not provide law enforcement data on its anti-trafficking efforts, nor did it investigate or prosecute government officials complicit in trafficking crimes. The government did not institute formal procedures to identify trafficking victims, nor did it provide protection services to victims. However, the government continued its work with an international organization and NGOs to facilitate the repatriation of thousands of Ethiopian migrants, some of whom were trafficking victims. The government signed a UN action plan to end the use of child soldiers; however, it did not make efforts to effectively implement the plan due to limited capacity and an ongoing civil conflict. The government continued to face serious challenges, which severely impeded its efforts to combat trafficking, including weak government institutions, systemic corruption, economic problems, substantial internal security threats, limited control of much of the countryside, and poor law enforcement capabilities.



RECOMMENDATIONS FOR YEMEN:

Enact and implement anti-trafficking legislation prohibiting all forms of trafficking; significantly increase law enforcement efforts

against sex and labor trafficking of women, men, and children; make greater efforts to stop the recruitment and use of child soldiers and provide protection and rehabilitation services to demobilized children; take measures to investigate and eradicate the practice of chattel slavery in Yemen; institute a formal victim identification mechanism to identify and refer trafficking victims to protection services; provide adequate protection, including shelter, to all victims of trafficking; investigate and prosecute government employees complicit in trafficking offenses; continue to work with international organizations and NGOs to identify and provide protection to trafficking victims; ensure trafficking victims are not punished for acts committed as a direct result of being subjected to human trafficking, such as immigration or prostitution violations; implement educational and public awareness campaigns on trafficking, including those discouraging the recruitment and use of child soldiers; adopt and dedicate resources to the national plan of action to combat trafficking; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government made minimal discernible law enforcement efforts against human trafficking. The absence of a law criminalizing all forms of trafficking, as well as the government's continued conflation of trafficking and smuggling, impeded efforts to investigate and prosecute trafficking offenders. Article 248 of Yemen's penal code prescribes up to 10 years' imprisonment for any person who "buys, sells, or gives [a human being] as a present, or deals in human beings; and anyone who brings into the country or exports from it a human being with the intent of taking advantage of him." This statute's prescribed penalty is commensurate with penalties prescribed for other serious crimes, such as rape; however, its narrow focus on transactions and movement means many forms of sex trafficking and forced labor are not criminalized. Article 161 of the Child Rights Law criminalizes the prostitution of children. The government's inter-ministerial National Technical Committee to Combat Human Trafficking drafted anti-trafficking legislation with the assistance of an international organization; however, the status of this draft legislation remained unknown following the dissolution of the government in January 2015.

The government did not report efforts to prosecute, convict, or punish trafficking offenses during the year. The government made no known efforts to investigate or punish the practice of chattel slavery. The government did not report any investigations, prosecutions, or convictions of government officials complicit in trafficking offenses, despite allegations that local government and security officials willfully ignored trafficking crimes taking place in their areas of responsibility. In addition, officials continued to use children in the governmental armed forces.

PROTECTION

The government made few discernible efforts to protect trafficking victims. The government failed to proactively identify and provide adequate protection services to trafficking victims among vulnerable groups, such as women in prostitution and foreign migrants. As a result, the government did not ensure trafficking victims were not inappropriately incarcerated, fined, or otherwise penalized for unlawful acts committed as a direct result of being subjected to human trafficking, such as prostitution or immigration violations. In 2014, the Ministry of Interior's (MOI) Women and Children Unit produced formal standard operating procedures to guide officials in proactive identification of trafficking victims among high-risk persons with whom they come in contact; it is unclear, however, if authorities implemented and received training on these procedures during the year. The government did not identify or provide adequate protection services to trafficking victims, but it coordinated with NGOs, an international organization, and the Ethiopian government to repatriate a reported 2,162 Ethiopians in 2014, an unspecified number of whom were trafficking victims. Although these victims were housed in the MOI detention center in Sana'a while awaiting repatriation, they were allowed to enter and exit the center at will. The government did not encourage victims to assist in investigations or prosecutions of their traffickers. The government did not provide assistance to its nationals repatriated after enduring trafficking abroad. While the government acknowledged the use of child soldiers and signed a UN action plan to end the practice in May 2014, it did not make efforts to release child soldiers from the military and provide them with protective or rehabilitation services, failing to implement its September 2013 action plan calling for such efforts.

PREVENTION

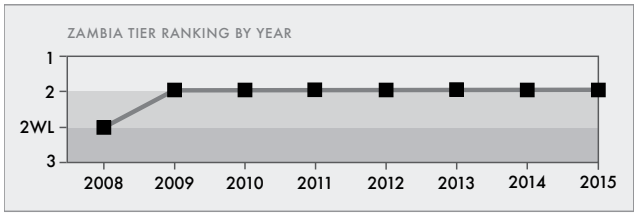
The government made limited efforts to prevent trafficking. The Ministry of Human Rights, in coordination with an international organization, drafted—but did not finalize—a national strategy to combat trafficking. The draft included plans for raising awareness, increasing cooperation between Yemen and neighboring countries, training officials in victim identification, and instituting procedures to protect and provide assistance to victims; however, the status of this national strategy remained unknown at the end of the reporting period. In an effort to reduce a form of sex tourism in which foreigners, particularly Saudis and Emiratis, "temporarily" marry young Yemeni women, the government enacted a regulation requiring MOI approval for Yemenis to marry foreigners; however, in exchange for bribes, officials continued to provide such approval. The government did not provide anti-trafficking training to its diplomatic personnel. The government did not make efforts to reduce the demand for commercial sex acts, forced labor, nor address the problem of child sex tourism. The government did not provide anti-trafficking training to troops prior to their deployment abroad as part of international peacekeeping missions. Yemen is not a party to the 2000 UN TIP Protocol.

ZAMBIA: Tier 2

Zambia is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Most trafficking occurs within the country's borders and involves women and children from rural areas exploited in cities in domestic servitude or other types of forced labor in agriculture, textile, mining, construction, small businesses such as bakeries, and forced begging. Zambian children may be forced by *jerabo* gangs engaged in illegal mining to load stolen copper ore onto trucks in Copperbelt Province. While orphans and street children are most vulnerable, children of affluent village families are also at risk of trafficking because sending children to the city for work is perceived to confer status. Zambian boys and girls are exploited in sex trafficking by truck drivers in towns along the Zimbabwean and Tanzanian borders and by miners in the mining town of Solwezi. Zambian boys are subjected to sex trafficking in Zimbabwe and women and girls are subjected to sex trafficking in South Africa. Domestically, extended families and trusted family acquaintances continued to facilitate trafficking.

Women and children from neighboring countries are exploited in forced labor or sex trafficking after arrival in Zambia. Nationals from South and East Asia are exploited in forced labor in textile factories, bakeries, and Chinese-owned mines. Chinese traffickers brought in Chinese women and underage girls for sexual exploitation in brothels and massage parlors in Lusaka; traffickers used front companies posing as travel agencies to lure Chinese victims and coordinated with Zambian facilitators and middlemen. The transnational labor trafficking of Southeast Asians through Zambia for forced labor in construction in South Africa continued and was linked to criminal groups based there.

The Government of Zambia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government held the fourth national symposium on trafficking in persons to encourage national collaboration and raise awareness. It enhanced its victim identification methods by developing and launching protection tools to assist officials and service providers in screening for victims among vulnerable populations. However, the government's inability to report the number of victims identified and assisted in 2014 and the drop in its efforts to increase the availability of shelter options, in addition to the significant reduction of its anti-trafficking budget, raise serious concerns about the government's political will and capacity to provide adequate services to human trafficking victims. While the government investigated cases involving a small number of victims from neighboring countries, it failed to criminally investigate more organized trafficking operations involving foreign companies and did not seriously address internal trafficking, including child domestic servitude.



RECOMMENDATIONS FOR ZAMBIA:

Implement the 2008 anti-trafficking act by ensuring use of a broad definition of trafficking that does not rely on evidence of movement, but rather focuses on exploitation, consistent with the 2000 UN TIP Protocol; amend the trafficking law so that force, fraud, or coercion are not required for cases involving children under the age of 18 to be considered sex trafficking crimes; increase anti-trafficking funding and continue to improve government services for victims through the establishment of additional shelters; investigate and prosecute internal trafficking cases involving both children and adults in prostitution and forced labor; continue to train police, immigration officials, prosecutors, and judges on investigating and prosecuting trafficking crimes; increase the number of labor inspectors and ensure they are trained on trafficking indicators; formalize and implement victim identification and referral procedures; improve coordination among service providers to prevent detention of male victims and facilitate their placement in shelters; actively use the new database to compile information on trafficking cases and trends for use by all stakeholders; and continue to conduct public awareness campaigns.

PROSECUTION

The government maintained anti-trafficking law enforcement efforts, initiating four prosecutions in 2014, compared to three prosecutions in 2013. The anti-trafficking act of 2008 criminalizes some forms of trafficking; although contrary to international law, it requires the use of threat, force, intimidation, or other forms of coercion for a child to be considered a sex trafficking victim. The act prescribes penalties ranging from 20 years' to life imprisonment, which are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape.

The government investigated five potential trafficking cases, initiated prosecution of four of these cases, and convicted one defendant of trafficking. The government convicted a Zambian woman for exploiting seven Congolese children in forced labor; sentencing remained pending in the High Court. A majority of the trafficking cases investigated involved cross-border trafficking of women and children for labor and sexual exploitation; the government failed to investigate internal cases involving Zambian children in prostitution and domestic servitude or forced labor in the Zambian mining and agricultural sectors. In one case pending from the previous reporting period, the government did not obtain a conviction of a suspected recruiter and trafficker for their alleged enslavement of a Zambian girl in domestic servitude. Generally, criminal investigations into forced child labor offenses or cases in which victims were not moved across borders were rare; the Ministry of Labor and Social Security (MLSS) Child Labor Unit cited mediation with parents as the usual process for handling child labor cases. The government remained limited in its capacity to adequately monitor the mining and agricultural sectors and failed to criminally investigate or prosecute companies responsible for labor trafficking in these sectors; allegations of large or foreign companies and foreign governments exerting influence over officials remained a concern. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

Training covering the 2008 anti-trafficking act was included in all law enforcement courses at the police academy, as were investigation techniques and procedures to identify and protect victims. The government continued use of its database to track trafficking case data, and in 2014 it expanded the piloted program to include additional police stations. The government increased its partnerships in the region by initiating routine coordination of anti-trafficking efforts with Zimbabwe and South Africa during the reporting period.

PROTECTION

The government decreased efforts to protect victims and did not increase its capacity to more aptly do so. It continued to rely on international organizations and local NGOs to provide the majority of victim care, with only modest in-kind support and acknowledged a shortage of shelters in the country, particularly for male victims. The government allocated 570,000 kwacha ($89,400) for its anti-trafficking budget, a significant decrease from the previous year's budget of 1,358,700 kwacha ($213,000). The government was unable to report the number of victims identified due to the lack of a shared database and adequate coordination among service providers; however, international organizations identified 11 victims of labor exploitation, two victims of sexual exploitation, and two victims of both labor and sexual exploitation.

The government, in cooperation with international partners, developed and launched a series of protection tools to assist officials and service providers in identification of trafficking victims among vulnerable populations, such as migrants and unaccompanied minors. However, without data on its efforts to identify and refer victims during the year, it is unclear how these new procedures were implemented. The government reportedly continued use of its national referral mechanism, while the Ministry of Community Development, Mother and Child Health (MCDMCH) oversaw the placement of victims in NGO shelters and continued to provide in-kind assistance. Government officials, in partnership with international organizations, offered routine assistance to victims, including medical care, counseling, court preparation, repatriation or regularization of immigration status; however, it was unclear how many victims benefited from these services during the year. The government offered legal alternatives to the removal of victims to countries where they may face hardship or retribution; however, it is unclear how many victims received such assistance in 2014.

Zambia's Minimum Standard Guidelines on Protection of Victims of Trafficking outline minimum requirements for victim care, to include establishment and upgrade of existing shelters. While the government made vigorous efforts to increase the availability of shelter options in previous years, government agencies and NGOs reported a lack of resources to establish or upgrade additional shelters in 2014. The MCDMCH continued to oversee a 40-person shelter opened in 2012 in Luapula province, in addition to two NGO shelters which remained in operation. MCDMCH's construction of a new shelter in Kapiri Mposhi, a key transit point on the border with Tanzania, which was planned to start in 2013, remained incomplete. NGO shelters did not provide accommodation for male victims over the age of 12. As a result of the lack of shelter availability and resources, it was not uncommon to house victims, even children, in jail for short periods of time.

PREVENTION

The government maintained efforts to prevent trafficking. In June 2014, it hosted the fourth National Symposium on Human Trafficking, focused on protecting migrants from trafficking and exploitation, bringing together government and other stakeholders to discuss allocation of resources, capacity of law enforcement, victim identification, and fast-tracking of human trafficking cases involving migrants. The government reported continued work on its 2012-2015 national action plan to combat trafficking, in partnership with NGOs and international organizations. The national secretariat and an inter-ministerial committee continued to oversee national anti-trafficking efforts; however, neither was able to meet outside of the symposium during the reporting period—limiting its effective oversight of efforts during the year. The 2014 national budget included allocation of funds for MCDMCH and MLSS to conduct trafficking awareness-raising campaigns organized in 14 targeted districts with an observed increase in suspected or reported trafficking cases.

During the year, MLSS employed 58 labor officers, a decrease from 108 in the previous reporting period; new officers did not receive anti-trafficking training. MLSS officials regulated fees paid by workers to recruitment agencies to screen for exploitative labor recruitment practices. MLSS, in conjunction with international organizations, conducted training for domestic worker recruitment agencies and domestic employee centers to assist the agencies in detecting trafficking situations and ensuring workers were aware of their rights. In the previous reporting period, the government began a review of the Employment Act to determine how to best address potential abuses in the informal sector that are not adequately covered under the current law, including domestic service; however, the review and its amendments remained incomplete. The government conducted multiple raids to remove individuals facilitating prostitution or purchasing services to reduce the demand for commercial sex; however, it did not make efforts to reduce the demand for forced labor. Zambian peacekeepers received anti-trafficking training on how to identify and protect potential trafficking victims. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

ZIMBABWE: Tier 3

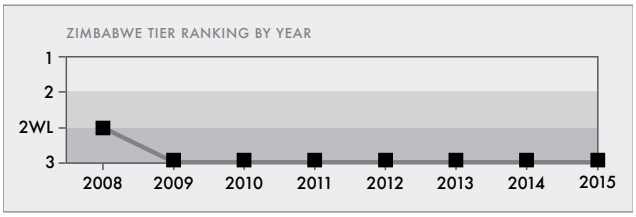
Zimbabwe is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Women and girls from Zimbabwean towns bordering South Africa, Mozambique, and Zambia are subjected to forced labor, including domestic servitude, and sex trafficking in brothels catering to long-distance truck drivers on both sides of the borders. Zimbabwean men, women, and children are subjected to forced labor in agriculture and domestic service in the country's rural areas, as well as domestic servitude and sex trafficking in cities and towns. Family members recruit children and other relatives from rural areas for work in cities where they are subjected to domestic servitude or other forms of forced labor; some children, particularly orphans, are lured with promises of education or adoption. Children are forced to labor in the agricultural and mining sectors or to carry out illegal activities, including drug smuggling. Additionally, the practice of ngozi, giving a family member to another family to avenge the spirits of a murdered relative, creates a vulnerability to trafficking.

Zimbabwean men, women, and children migrate to South Africa, where some are forced to labor for months, often seasonally, on farms, at construction sites, in factories, or in mines without pay. Many Zimbabwean women and some children willingly migrate to South Africa, often with the assistance of taxi drivers who transport them to the border at Beitbridge or nearby. Some of the migrants are transferred to criminal gangs that subject them to abuse, including forced prostitution in Musina, Pretoria, Johannesburg, or Durban. Zimbabwean women and men are lured into exploitative labor situations in agriculture, construction, information technology, and hospitality largely in neighboring countries; some subsequently become victims of forced labor, and some women become victims of forced prostitution. Reports continue of trafficking cases involving Zimbabwean women lured to China under the pretense of professional and hospitality-sector jobs, some of whom are subjected to sex trafficking.

Men, women, and children predominantly from East Africa are transported through Zimbabwe *en route* to South Africa; some of these migrants are trafficking victims. Refugees from Somalia and the Democratic Republic of the Congo reportedly travel from Zimbabwe's Tongogara Refugee Camp to Harare, where they are exploited and, in some cases, forced into prostitution. Chinese nationals are reportedly forced to labor in restaurants in Zimbabwe. Chinese construction and mining companies reportedly employ practices indicative of forced labor, including verbal, physical, and sexual abuse, and various means of coercion to induce work in unsafe or otherwise undesirable conditions. There were increased

reports of children from Mozambique being subjected to forced labor, including in street vending.

The Government of Zimbabwe does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. While the government passed the "Trafficking in Persons Act" in June 2014, it failed to ensure prohibitions under the law were consistent with the international definition of trafficking in persons under the 2000 UN TIP Protocol; rather, contrary to international law, the 2014 act serves in effect to prohibit transportation-based crimes. The government did not report any anti-trafficking law enforcement efforts during the reporting period. Official complicity in trafficking crimes remained a concern. The government made minimal efforts to protect trafficking victims, instead relying on NGOs to identify and assist victims. In January 2015, it established an inter-ministerial anti-trafficking committee; however, it did not report on any actions conducted by the committee during the year. In November 2014, the government participated in a national action planning workshop; however, it has yet to create a national action plan to combat human trafficking.



RECOMMENDATIONS FOR ZIMBABWE:

Amend the 2014 anti-trafficking legislation to incorporate a definition of trafficking consistent with the 2000 UN TIP Protocol; increase efforts to investigate and prosecute trafficking offenses, including those allegedly involving officials; convict and punish trafficking offenders; formalize procedures for identifying victims and transferring them to the care of appropriate governmental or non-governmental service providers; train officials on victim identification and referral procedures and relevant legislation; provide financial or in-kind support to NGOs and international organizations offering victim services; develop and implement a national action plan to combat trafficking; incorporate trafficking crimes into police procedures for recording and reporting crime data; and continue to raise awareness of human trafficking and the availability of assistance for victims.

PROSECUTION

The government demonstrated negligible anti-trafficking law enforcement efforts. In June 2014, the government passed its "Trafficking in Persons Act." Contrary to international law, which defines trafficking in persons as a crime of exploitation, the 2014 "Trafficking in Persons Act" defines trafficking in persons as essentially a crime of transportation. Therefore, the 2014 act fails to capture the key element of the international definition of trafficking in persons—the purpose of exploitation—generally defined as forced prostitution or other forms of forced labor. The 2014 act criminalizes the involuntarily transport of a person into, outside or within Zimbabwe—or voluntary transport for an unlawful purpose. The inaccurate definitions leave Zimbabwe without comprehensive prohibitions of trafficking crimes. Zimbabwe's Labor Relations Amendment Act prohibits forced labor and prescribes punishments of up to two years' imprisonment; these penalties are not sufficiently stringent. The Criminal Law (Codification and Reform) Act prohibits procuring a person for unlawful sexual conduct, inside or outside of Zimbabwe, but prescribes less than stringent penalties of up to two years' imprisonment. The act also prohibits coercing or inducing anyone to engage in unlawful sexual conduct with another person by threat or intimidation, prescribing sufficiently stringent penalties of one to five years' imprisonment. Pledging a female for forced marriage or to compensate for the death of a relative or any debt or obligation is punishable under the act, with penalties of up to two years' imprisonment. None of these penalties are commensurate with penalties prescribed for other serious crimes, such as rape.

The government did not vigorously investigate, prosecute, or convict trafficking offenses. The Zimbabwe Republic Police's Victim Friendly Unit (VFU) has responsibility for investigating cases involving women and children and referring victims to support services; however, the VFU did not provide information on the number of trafficking investigations it conducted during the year. The government reported its acquittal in April 2014 of a woman charged with the fraudulent recruitment of 22 Zimbabwean women for employment as housemaids in Saudi Arabia.

Corruption in law enforcement and the judiciary remained a serious concern that impaired the effectiveness of anti-trafficking efforts. Victims reportedly refused to report or pursue cases of trafficking due to fear their traffickers could bribe police or judges. Anecdotal evidence indicated a limited government involvement in, and tolerance of, trafficking on a local level and at border crossings. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. In August 2014, in partnership with an international organization, the government provided anti-trafficking training for criminal justice practitioners. The Ministry of Labor and Social Security had a taskforce charged with investigating Chinese construction companies suspected of abusive employment practices—possibly including forced labor—and ensuring overall compliance with Zimbabwean labor law; however, it was unknown whether they took concrete action during the year.

PROTECTION

The Zimbabwean government made inadequate efforts to protect trafficking victims, instead relying on NGOs and an international organization to identify and assist victims. The government did not report the total number of trafficking victims it identified or assisted during the reporting period. Law enforcement authorities did not employ procedures—such as formal written guidelines—to proactively identify victims or refer them to protection services. While the newly enacted "Trafficking in Persons Act" required the government to establish centers in each of Zimbabwe's 10 provinces, providing counseling, rehabilitation, and reintegration services for "trafficking victims," it remained unclear if child and adult victims of forced labor and sex trafficking would benefit from protections under the law, given its inaccurate definition of trafficking crimes; requiring executive action, these centers remained unestablished at the end of the reporting period. Five existing government-run shelters offered long-term accommodation to vulnerable and orphaned children, including an unknown number of potential child trafficking victims. Children had access to health services, counseling, and some educational services at these shelters. The government may have detained and deported potential trafficking victims due to a lack of proactive victim identification

procedures. The government did not provide foreign trafficking victims with temporary or permanent resident status or any other legal alternatives to their removal to countries where they might face retribution or hardship.

PREVENTION

The government made minimal efforts to prevent trafficking. In January 2015, the government established an inter-ministerial anti-trafficking committee, under the leadership of the Ministry of Home Affairs; however, the committee remained without a designated chair and it was unclear whether the committee met or initiated anti-trafficking activities during the reporting period. While the government established a position in the president's office to focus on trafficking issues during the previous reporting period, it did not report on efforts made by this entity in 2014. In November 2014, officials participated in a national action planning workshop; however, the government remained without a national action plan to address trafficking in persons. In August 2014, at the Harare Agricultural Show, the government funded an anti-trafficking information booth, targeting potential trafficking victims and distributed anti-trafficking materials. The government did not provide anti-trafficking training or guidance to its diplomatic personnel. It did not make efforts to reduce the demand for commercial sex acts or forced labor.

SPECIAL CASE: SOMALIA

Somalia remains a Special Case for the thirteenth consecutive year. During the reporting period, the Federal Government of Somalia (FGS) maintained control primarily of Mogadishu, but extended some influence outside the capital city through the federal state-formation process. The self-declared independent Republic of Somaliland and semi-autonomous Federal State of Puntland retained control of security and law enforcement in their respective regions. The Interim Juba Administration and the Interim South West Administration partially controlled their jurisdictions. The FGS focused on capacity-building and securing Mogadishu and government facilities from attacks by the terrorist organization al-Shabaab, which retained control of some towns and rural areas in southern and central Somalia. The African Union Mission in Somalia (AMISOM) conducted military operations in 2014 to recover additional al-Shabaab-controlled territory, pushing terrorist elements away from their last port and into a more compressed area centered on the Juba Valley. Military courts often adjudicated serious cases, including those related to terrorism, and tried many civilian cases. Due to capacity constraints, Somali authorities struggled to address human trafficking, thereby yielding minimal results in prosecution, protection, and prevention efforts in all regions. In addition, officials across Somalia lacked an understanding of trafficking crimes, which they often conflated with smuggling.

SCOPE AND MAGNITUDE:

Somalia is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Information regarding trafficking in Somalia remains extremely difficult to obtain or verify. Victims are primarily trafficked within the country from Somalia's southern and central regions to the regions of Puntland and Somaliland in the north. In Somaliland, women act as recruiters and intermediaries to take victims to Puntland, Djibouti, and Ethiopia for domestic servitude or sex trafficking. Despite the decline of piracy in 2014, reports indicate these criminal groups continue to subject Somali women and girls to domestic service and sexual servitude as alternative income sources. In Somali society, Somali ethnic Bantus and Midgaan remain marginalized and sometimes kept in servitude by more powerful Somali clan members as domestic workers, farm laborers, and herders. Due to poverty and an inability to provide care for all family members, some Somalis willingly surrender custody of their children to people with whom they share familial ties and clan linkages; some of these children may become victims of forced labor or sex trafficking. Most child laborers work within their own households or family businesses. Children may be forced into labor in agriculture, domestic work, herding livestock, selling or portering *khat* (a mild narcotic), crushing stones, or in the construction industry.

During the reporting period, an international NGO released a report documenting cases of sexual abuse and exploitation of Somali women and girls, including trafficking victims, by Ugandan and Burundian AMISOM personnel. An African Union investigation into the allegations concluded there was evidence of the existence of sexual exploitation and abuse by AMISOM personnel.

Internally displaced persons (IDPs) remain vulnerable to trafficking for sex and labor. "Gatekeepers" in control of some IDP camps, at times allegedly in collusion with Somali officials, reportedly force girls and women to provide sex acts in exchange for food and services available within the camps. They continue to charge rent or fees for otherwise-free basic services and sell the area they control within a camp to other "gatekeepers," establishing a cycle of debt for IDPs that makes them vulnerable to inherited bondage. Traffickers and smugglers reportedly prey on women and children, mostly IDPs from southern and central Somalia already vulnerable to trafficking, at times using false promises of lucrative jobs in Europe and North America.

Traffickers transport Somali women, sometimes *via* Djibouti, to the Middle East, particularly Yemen and Syria, where they frequently endure domestic servitude or forced prostitution. Somali men experience conditions of forced labor as herdsmen and workers in the Gulf States. Traffickers transport children to Saudi Arabia through Yemen and force them to beg on the streets. Dubious employment agencies facilitate human trafficking by targeting individuals desiring to migrate to the Gulf States or Europe for employment. Federal government officials allegedly sell falsified travel documents to travel brokers and traffickers. NGOs and international organizations report Somalis increasingly seek to move to other African destinations, including Kenya and South Africa. Authorities in Somaliland report an increase in the transporting or kidnapping of children and unemployed university graduates, who later move through Ethiopia and Sudan and perhaps are held hostage by networks in Libya *en route* to Europe and other destinations in the Middle East. Members of the Somali diaspora use false offers of marriage to lure unsuspecting victims, many of whom include relatives, to Europe or the United States, where they force them into prostitution and domestic servitude.

Traffickers reportedly subject Somali children fleeing al-Shabaab and seeking refuge in Kenya to forced labor or sexual exploitation. Trucks transporting goods from Kenya to Somalia return to Kenya with young girls and women; traffickers acquire these young girls and women and place them in brothels in Nairobi or Mombasa or send them to destinations outside Kenya. Somali traffickers known

as "*makhalis*" control the networks, but truck drivers also exploit these girls in prostitution. The estimated 20,000 undocumented Ethiopians in northern Somalia also remain vulnerable to trafficking as they seek employment in Puntland and Somaliland to fund subsequent travel to the Middle East. Traffickers smuggle Ethiopian women through Somalia to Yemen and other destinations in the Middle East, where they subsequently force them into domestic servitude and prostitution. Ethiopian children travel to Somaliland seeking employment but may instead be forced to beg on the streets.

Child Soldiers: During the year, there were continued reports of the Somali National Army (SNA) and allied militia, Ahlu Sunna Wal Jama'a (ASWJ), and al-Shabaab using child soldiers. The FGS expressed its commitment to eliminating the use of child soldiers among the ranks of the SNA and promulgated a code of conduct in 2014 prohibiting recruitment of children. The SNA made limited but incremental progress to implement the action plan on the recruitment and use of child soldiers signed in 2012. In February 2014, the federal government signed standard operating procedures for the reception and handover of children separated from armed groups and later established a child protection unit (CPU). International organizations and CPU staff gained access to the Jazeera training camp to monitor for the presence of minors in 2014. While screenings of soldiers conducted during the year did not identify child soldiers among new recruits, the UN continued to report the SNA and allied militias used child soldiers during the reporting period, including to man and inspect vehicles at checkpoints. The government referred some children to an international organization for assistance; however, reports indicated the SNA continued to arrest and detain children allegedly associated with al-Shabaab, and the UN expressed concern over a lack of transparency and personal liberty in the referral process. Most Somalis lacked birth certificates, and without an established birth registration system or standardized method for recruitment, verifying claims of child soldiering remained difficult. In addition, unverified reports indicated anti-al-Shabaab militias may recruit former al-Shabaab child soldiers.

Throughout areas beyond state control, al-Shabaab frequently recruited children for use by its militias, typically through abduction and deception. This terrorist group forced recruitment at mosques, Koranic schools, and facilities for neglected children. Al-Shabaab used children for direct participation in hostilities and other support functions in southern and central Somalia, including for planting roadside bombs and other explosive devices, serving as human shields during incursions, carrying out assassinations, providing intelligence, portering, and working in domestic service. The UN reported al-Shabaab's recruitment, from April to September 2014, of 150 children. Al-Shabaab also forcibly recruited young girls, exploited them in sexual servitude, and bound them in marriages with militants.

GOVERNMENT EFFORTS:

Somaliland and Puntland authorities made minimal efforts to combat trafficking during the reporting period. The FGS continued to lack sufficient training, resources, and capacity to effectively prosecute trafficking offenses, protect victims, or prevent the crime, partly due to civil unrest and the ongoing campaign to degrade al-Shabaab and secure Mogadishu. The pre-1991 penal code (applicable at the federal and regional levels) outlaws forced labor and other forms of trafficking in persons. Article 455 prohibits and penalizes slavery, prescribing penalties of five to 20 years' imprisonment. Article 464 prohibits forced labor, prescribing penalties of six months' to five years' imprisonment. Article 457 prohibits the transferring, disposing, taking possession, or holding of a person, and prescribes penalties of three to 12 years' imprisonment. All of these penalties appear sufficiently stringent. Article 408(1) prohibits compelled prostitution of a person through violence or threats, prescribing penalties of two to six years' imprisonment, which appears sufficiently stringent but not commensurate with those prescribed for other serious crimes, such as rape. The constitution, which remains provisional until the holding of a national referendum for a permanent version, prohibits slavery, servitude, trafficking, and forced labor under article 14. Article 29(6) prohibits the use of children in armed conflict, and article 405 prohibits all forms of prostitution. The Somali National Police retained responsibility for investigating and enforcing such laws; however, they remained understaffed, undertrained, and lacked capacity to enforce them effectively. The FGS did not investigate or prosecute trafficking crimes during the reporting period, including those involving officials alleged to be complicit in the facilitation of sex and labor trafficking.

The Puntland State administration and Somaliland possessed functioning legal systems and some law enforcement capacity; however, the regional governments reported no reliable data on trafficking investigations or prosecutions during the reporting year. In Puntland, the Ministry of Women's Development and Family Affairs oversaw anti-trafficking efforts, and the police force in Garowe operated an anti-trafficking unit, though it lacked proper training. Provisions under Islamic law in Puntland criminalize the murder of smuggled or trafficked persons, prescribing penalties of between one and five years' imprisonment. Laws in Somaliland prohibit forced labor, involuntary servitude, and slavery. The Ministry of Labor and Social Affairs in Somaliland operated a specialized unit to respond to suspected trafficking cases, and police and immigration officers played an active role in anti-trafficking efforts.

No governmental entity utilized formal procedures for the proactive identification or referral of trafficking victims. In Puntland, however, international organization staff trained officials on victim identification and referral procedures. The FGS, Puntland, and Somaliland authorities did not provide protective services to trafficking victims and relied fully on international organizations to provide victim reintegration services. During the reporting year, the Puntland government provided security to one externally-funded shelter; however, neither the federal nor regional governments provided financial support to organizations assisting victims. There were no legal alternatives to the removal of foreign trafficking victims from Somalia to countries where they may face hardship or retribution; however, government officials identified no foreign victims during the year.

Somaliland authorities continued to work with an international organization and the Migration Response Center in Hargeisa to establish a mobile health clinic for the IDPs surrounding the Mahamed Mooge settlement and a rehabilitation center for street children. Somaliland officials generally appeared overwhelmed with humanitarian cases and illegal immigration from Ethiopia, which often hindered identification and protection of potential trafficking victims. Government officials provided no data clarifying whether children who involuntarily engaged in prostitution or the commission of crimes across Somali territory were protected from criminal penalties under Somali law. Information on FGS efforts to protect trafficking victims remained limited. During the reporting year, federal and regional authorities, with external

assistance, oversaw the transfer of former child soldiers associated with al-Shabaab to the custody of an international organization.

Authorities across Somalia demonstrated minimal efforts to prevent trafficking during the year. Somaliland and Puntland authorities facilitated anti-trafficking awareness campaigns; however, the regional campaigns continued to conflate trafficking and smuggling. The FGS did not conduct any awareness campaigns during the reporting period. No government entity provided funding to agencies for labor inspections, and no inspectors were employed to enforce labor laws. Authorities across Somalia did not make any discernible efforts to reduce the demand for forced labor or commercial sex acts. The government did not provide anti-trafficking training or guidance for its diplomats deployed abroad. Somalia is not a party to the 2000 UN TIP Protocol.



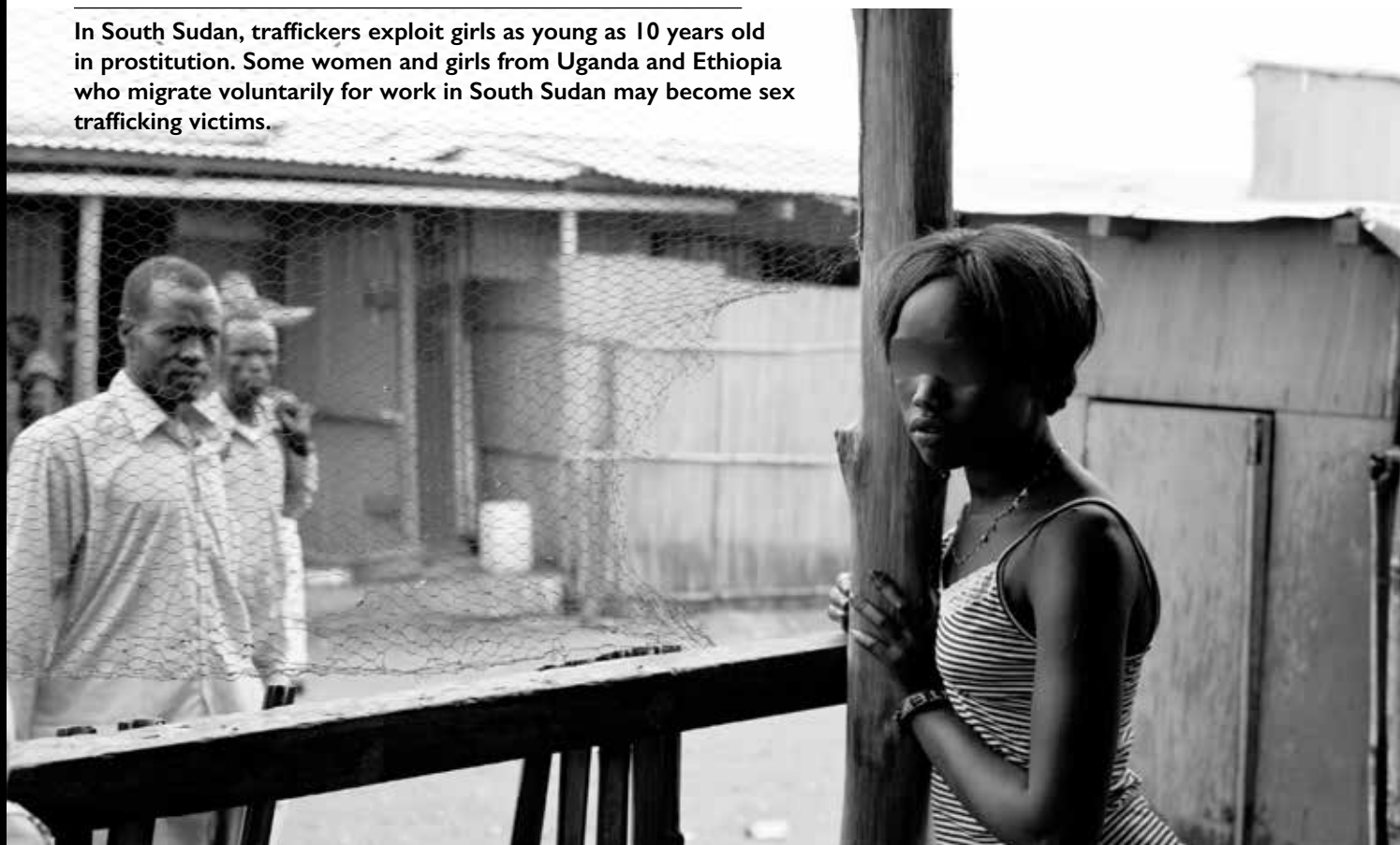
Undocumented migrant workers are particularly vulnerable to trafficking because they often rely on third-party brokers or falsified work documents to obtain employment and residency.

RELEVANT INTERNATIONAL CONVENTIONS

The chart below shows the Ratification, Accession (a), or Acceptance (A) of relevant international conventions for those countries that have ratified, acceded to, or accepted any such conventions between April 2014 and March 2015. A complete list that includes all of the countries covered by the 2015 *Trafficking in Persons Report* is available at: http://www.state.gov/tipreport.

Country	UN Protocol to Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labor	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict		ILO Convention 29, Forced Labour	ILO Convention 105, Abolition of Forced Labour	ILO Convention 189, Domestic Workers, 2011
	Signature	Ratification, Accession (a), or Acceptance (A)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification, Accession (a)	Ratification	Ratification	Ratification
Afghanistan		(a) 2014	2010		(a) 2002		(a) 2003		1963	
Barbados	2001	2014	2000					1967	1967	
Columbia	2000	2004	2005	2000	2003	2000	2005	1969	1963	2014
Dominican Republic	2000	2008	2000		(a) 2006	2002	2014	1956	1958	
Eritrea		(a) 2014			(a) 2005		(a) 2005	2000	2000	
Ethiopia		(a) 2012	2003		(a) 2014	2010	2014	2003	1999	
Finland	2000	(A) 2006	2000	2000	2012	2000	2002	1936	1960	2015
Ghana		(a) 2012	2000	2003		2003	2014	1957	1958	
Guinea-Bissau	2000	2007	2008	2000	2010	2000	2014	1966	1966	
Haiti	2000	2011	2007	2002	2014	2002		1958	1958	
Ireland	2000	2010	1999	2000		2000	2002	1931	1958	2014
Korea (DPRK)				2014	2014					
Somalia			2014			2005		1960	1961	
Switzerland	2002	2006	2000	2000	2006	2000	2002	1940	1958	2014

In South Sudan, traffickers exploit girls as young as 10 years old in prostitution. Some women and girls from Uganda and Ethiopia who migrate voluntarily for work in South Sudan may become sex trafficking victims.



STOPPING HUMAN TRAFFICKING, SEXUAL EXPLOITATION, AND ABUSE BY INTERNATIONAL PEACEKEEPERS AND CIVILIAN PERSONNEL

As required by law, this section summarizes actions taken by the United Nations (UN), the North Atlantic Treaty Organization (NATO), and the Organization for Security and Co-Operation in Europe (OSCE) to prevent trafficking in persons or exploitation of victims of trafficking.

	UNITED NATIONS	OSCE	NATO
TOTAL NUMBER OF PEACEKEEPING AND SUPPORT PERSONNEL	123,000	1,844	17,886
TOTAL NUMBER OF MISSIONS	16	17	2
PREVENTION POLICY	"Special Measures for Protection from Sexual Exploitation and Sexual Abuse" (SEA) (2003)	"Code of Conduct for Staff and Mission Members"	"NATO Policy on Combating Trafficking in Human Beings" (2004 and 2007)
LEAD OFFICE RESPONSIBLE FOR IMPLEMENTATION	Office of Field Support	Office of Human Resources	NATO Political Affairs and Security Policy Division (PASP)
PREVENTION TRAINING	Pre-deployment and at mission	Pre-deployment	Pre-deployment and at mission "NATO Guidance for the development of training and educational programmes to support the policy on combating the trafficking in human beings" (2004)
NUMBER OF ALLEGATIONS IN 2014	51 [civilian (14), military (24), police (13)] Allegations were made against personnel of UN missions in the Democratic Republic of Congo (13), Haiti (13), South Sudan (12), Liberia (5), Mali (3), Afghanistan (1), Cyprus (1), Lebanon (1), Sudan's Abyei Region (1), and Cote d'Ivoire (1). 25% of the allegations involved children under 18 years of age	No reported allegations	No reported allegations – NATO relies on contributing countries to report allegations.
NEW INITIATIVES	A new Accountability Framework went into effect in July 2014 with updated indicators of mission performance in executing prevention, enforcement, and remedial actions for conduct and discipline. The Accountability Framework includes an SEA risk management framework and a draft action plan. The proposed actions include development of a Secretariat-wide communication strategy, focused on SEA, to include best practices and procedures for registering complaints of misconduct.		
LINKS FOR ADDITIONAL INFORMATION	http://cdu.unlb.org/unstrategy/remedialaction.aspx	http://www.osce.org/what/trafficking	http://www.nato.int/cps/en/natolive/topics_50315.htm

INTERNATIONAL, REGIONAL, AND SUB-REGIONAL ORGANIZATIONS COMBATING TRAFFICKING IN PERSONS

ORGANIZATION	FRAMEWORK DOCUMENT RELEVANT TO TIP	TIP FOCAL POINT
United Nations www.un.org www.unodc.org www2.ohchr.org/english/bodies/chr/special/themes.htm www.ilo.org http://www.ilo.org/sapfl/Informationresources/ILOPublications/Byregion/Global/lang--en/index.htm	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime (A/RES/55/25) (2000) United Nations Global Plan of Action to Combat Trafficking in Persons (A/RES/64/293) (2010) ILO Conventions: -C29 Forced Labour Convention, 1930 -C105 Abolition of Forced Labour Convention, 1957 -C182 Worst Forms of Child Labour Convention, 1999 -C189 Domestic Workers Convention, & R201, 2011	Special Rapporteur on Trafficking in Persons, Especially Women and Children Special Rapporteur on Contemporary Forms of Slavery Special Rapporteur on the Sale of Children, Child Prostitution, and Child Pornography
African Union (AU) www.africa-union.org/	Ouagadougou Action Plan to Combat Trafficking in Human Beings, Especially Women and Children (2006) AU Commission Initiative against Trafficking Campaign (AU.COMMIT)	N/A
Association of Southeast Nations (ASEAN) www.aseansec.org www.aseansec.org/4966.htm	ASEAN Declaration Against Trafficking in Persons, Particularly Women and Children, 2004	N/A
Bali Regional Ministerial Conference On People Smuggling, Trafficking In Persons And Related Transnational Crime (Bali Process) www.baliprocess.net	Co Chairs' Statements of the first (2002), second (2003), third (2009), fourth (2011), and fifth (2013) Bali Regional Ministerial Conference On People Smuggling, Trafficking In Persons And Related Transnational Crime	N/A
Commonwealth of Independent States (CIS) www.cis.minsk.by/ (in Russian only)	Agreement on the Cooperation of the CIS Member States in Combating Trafficking in Persons, Human Organs and Tissues (2005) Program of Cooperation between the CIS Member States against Trafficking in Persons for 2014–2018	N/A
Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT) www.no-trafficking.org/index.html	COMMIT Memorandum of Understanding on Cooperation Against Trafficking in Greater Mekong Sub-Region (2004) COMMIT 3rd Sub-Regional Plan of Action (COMMIT SPAIII, 2011-2013)	UN Inter-Agency Project on Human Trafficking (UNIAP)
Council of the Baltic Sea States (CBSS) http://www.cbss.org/civil-security-the-human-dimension/tfthb/ www.childcentre.info/egcc/	A Vision for the Baltic Sea region by 2020, CBSS Summit 2010. Expert Group for Cooperation on Children at Risk: Priority paper 2011 – 2013 Human Trafficking 2013 – Baltic Sea Region Round-up	Task Force against Trafficking in Human Beings with Focus on Adults (TF-THB) Expert Group on Children at Risk

ORGANIZATION	FRAMEWORK DOCUMENT RELEVANT TO TIP	TIP FOCAL POINT
Council of Europe (COE) www.coe.int www.coe.int/t/dghl/monitoring/trafficking/default_en.asp	COE Convention on Action Against Trafficking in Human Beings (2005)	Group of Experts on Action Against Trafficking in Human Beings (GRETA)
Economic Community of West African States (ECOWAS) www.ecowas.int Economic Community of Central African States (ECCAS) www.ceeac-eccas.org/	Declaration on the Fight against Trafficking in Persons, 2001 ECOWAS Initial Plan of Action against Trafficking in Persons (2002-2003), extended until 2011 Joint ECOWAS/ECCAS Regional Plan of Action to Combat Trafficking in Persons, especially Women and Children (2006-2008)	Anti-Trafficking Unit
European Union (EU) http://ec.europa.eu/anti-trafficking/index.action	Brussels Declaration on Preventing and Combating Trafficking in Human Beings, 2002 Directive on Preventing and Combating Trafficking in Human Beings and Protecting Victims	European Union Anti-Trafficking Coordinator
League of Arab States (LAS) www.arableagueonline.org/las/index.jsp (in Arabic only)	Arab Framework Act on Combating Trafficking in Persons (2008) Arab Initiative to Combat Trafficking in Persons, 2010	N/A
Organization of American States (OAS) www.oas.org/en/default.asp www.oas.org/dsp/english/cpo_trata.asp	Work Plan to Combat Trafficking in Persons in the Western Hemisphere 2010-2012 (AG/RES. 2551 (XL-O/10)	Coordinator Against Trafficking in Persons
Organization of Islamic Conference (OIC) http://www.comcec.org/TR/Yeni_Site_Dokumanlar/ana_dokumanlar/IKT_Sarti.pdf	Charter of the Organisation of the Islamic Conference, 2008	N/A
Organization for Security and Cooperation in Europe (OSCE) www.osce.org/ www.osce.org/cthb	OSCE Action Plan to Combat Trafficking in Human Beings (2003) Platform for Action Against Human Trafficking (2007) Decision No. 1107 Addendum to the OSCE Action Plan to Combat Trafficking in Human Beings, Decision No. 1107, 6 December 2013	Special Representative and Co-ordinator on Trafficking in Human Beings
Regional Conference on Migration (RCM) (Puebla Group) www.rcmvs.org/	Regional Conference on Migration Plan of Action	N/A
Southern African Development Community (SADC) www.sadc.int/ www.sadc.int/index/browse/page/531	SADC Regional Plan of Action on Trafficking in Persons, 2009-2019	N/A
South Asian Association for Regional Cooperation (SAARC) www.saarc-sec.org/ http://www.saarc-sec.org/userfiles/conv-traffiking.pdf	SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution, 2002	Regional Task Force

GLOSSARY OF ACRONYMS

ASEAN	Association of Southeast Asian Nations
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
ECPAT	End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes
EU	European Union
EUROPOL	European Police Office
GRETA	Council of Europe's Group of Experts on Action against Trafficking in Human Beings
ILO	International Labour Organization
ILO-IPEC	International Labour Organization's International Programme on the Elimination of Child Labour
INTERPOL	International Criminal Police Organization
IOM	International Organization for Migration
LGBT	Lesbian, Gay, Bisexual, Transgender
NGO	Non-Governmental Organization
OAS	Organization of American States
OSCE	Organization for Security and Co-operation in Europe
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
2000 UN TIP PROTOCOL (PALERMO PROTOCOL)	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime

NOTES:

- Local currencies were converted to U.S. dollars ($) using the currency exchange rates reported by the U.S. Department of the Treasury on December 31, 2014. The rates can be found here: http://www.fiscal.treasury.gov/fsreports/rpt/treasRptRateExch/itin-12-31-2014.pdf
- Monetary amounts were rounded to three significant figures.

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A CLOSING NOTE: MIGRANTS AT RISK

At the close of 2014, 59.5 million people were forcibly displaced worldwide "as a result of persecution, conflict, violence, or human rights violations," according to a June 2015 UNHCR report. This number, which includes refugees, asylum seekers, and internally displaced persons, represents the highest annual increase on record—8.3 million people more than in 2013. Indeed, there are now more displaced persons globally than ever before. In 2014, displaced Syrians and Eritreans comprised the two largest groups of migrants seeking passage across the Mediterranean Sea—what IOM reports has become the most dangerous border crossing in the world. Media reports have also extensively covered the abuses Rohingya, other Burmese, and Bangladeshi migrants endure in camps in Thailand and Malaysia as well as on vessels in the surrounding bodies of water.



While movement is not a required element of human trafficking, migrants and internally displaced persons fleeing situations of conflict, abuse, and crisis are particularly vulnerable to human trafficking—whether at home, in transit, or upon reaching their destination.

As people seek safe harbor, stability, and economic opportunity, they may lack legal status, be socially marginalized, and be unaware of local languages or laws. Thus, these individuals are more vulnerable to exploitation by smugglers, unscrupulous recruiters, and corrupt border officials on whom they must rely. Such intermediaries may take advantage of stark conditions by exploiting migrants and corrupting the migration and recruitment process or even directly subject these vulnerable populations to forced labor or sex trafficking.

Key to detecting, preventing, and punishing such exploitation are collaborative efforts on the part of governments. Improving conditions in countries of origin and addressing push factors leading to migration will serve to stem the tide of those risking their lives in pursuit of safe harbor, stability, and opportunity. If they become trafficking victims, these individuals require appropriate assistance and access to justice. It is paramount governments work together and with international organizations to screen new arrivals for indicators of human trafficking, provide protection and appropriate services, and dismantle migrant smuggling networks and trafficking rings that entice and abuse vulnerable populations. All people on the move—whether refugees and asylees seeking safety, or economic migrants seeking improved livelihoods—have a right to freedom from exploitation and abuse of all kinds, including human trafficking.

We will further increase our efforts to monitor global conflicts and crises to assess the vulnerabilities of displaced persons. We will continue to encourage international efforts to prevent human trafficking among affected populations, screen for trafficking victims, and provide access to appropriate care and assistance. We will also continue to support the expansion of governmental capacity to address trafficking in persons crimes and hold perpetrators criminally responsible.

THE STAFF OF THE OFFICE TO MONITOR AND COMBAT TRAFFICKING IN PERSONS IS:

Feleke Assefa
Andrea Balint
Shonnie R. Ball
Kyle M. Ballard
David Berger
Emylee Kennaw-Bogart
Carla M. Bury
Patricia A. Butenis
Patrice W. Davis
Sonia Helmy-Dentzel
Jennifer Donnelly
Dana Dyson
Mary C. Ellison
Theresa Eugene
Mark Forstrom
Carl B. Fox
Kiira Fox
Alison Kiehl Friedman
Sara E. Gilmer
Adam C. Guarneri
Amy Rustan Haslett
Rebecca Henenlotter
Gregory A. Hermsmeyer
Julie Hicks
Torrie Higgins
Tracie Hill
Megan Hjelle-Lantsman
Jennifer Koun Hong
Renee Huffman
Stephanie R. Hurter
Veronica Jablonski
Hilary R. Johnson
Maurice W. Johnson
Kari A. Johnstone
Erin M. King
Kendra Leigh Kreider
Genevieve Libonati
Chelsea Lord
Christina Manriquez
Kerry McBride
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Ericka Moten
Ryan Mulvenna
Victoria Orero
Steven Lynn Ovard
April Parker
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Nicolle Richards
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Joseph Scovitch
Mai Shiozaki-Lynch
Justin Showalter
Jane Nady Sigmon
Soumya Silver
Ann Karl Slusarz
Cindy J. Smith
Desirée M. Suo
Cheri Washington
Rebecca Webb
Kristin Wells
Aubrey Whitehead
Heather Wild
Andrea E. Wilson
Haley Sands Wright
Janet Zinn
Elizabeth Norris Zoeller

Special thanks to Lamya Shawki El-Shacke and the graphic services team at Global Publishing Solutions.

STUDENTS OPPOSING SLAVERY

raising awareness of human trafficking

A Project of President Lincoln's Cottage

#WhatIWouldMiss

What would you miss if your freedom were taken from you?

What would you miss if you were a victim of human trafficking?

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Designed and Printed by A/GIS/GPS, July 2015