

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

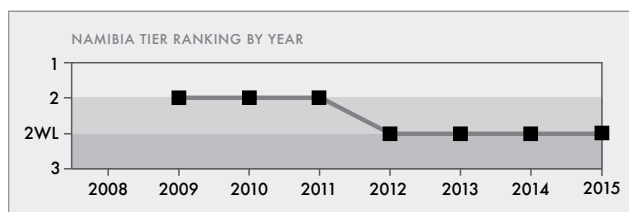
The government demonstrated modest efforts to prevent trafficking in persons. During the year, the government did not make progress in finalizing or submitting for approval the national anti-trafficking action plan or implementing regulations. Although the government lacked a single national body to 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

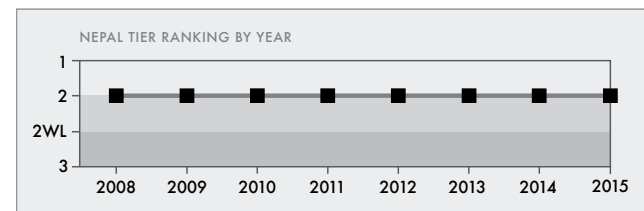
The government made minimal efforts to prevent human trafficking during the reporting period. The government did not conduct any significant awareness campaigns during the reporting period. The MGECW coordinated an inter-ministerial committee and technical working group both specifically tasked to address 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.

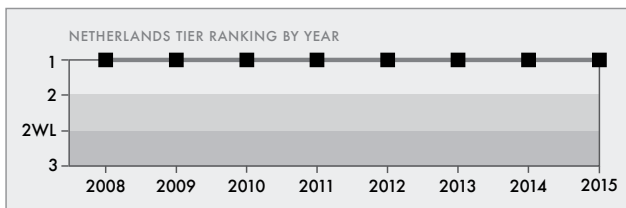
The government maintained its ban on migration of females under age 30 to the Gulf states for domestic work, and in May 2014, the government suspended all exit permits for domestic work. Officials acknowledged the bans had increased illegal migration and subsequently heightened migrants' risks to exploitation; 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 I

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.

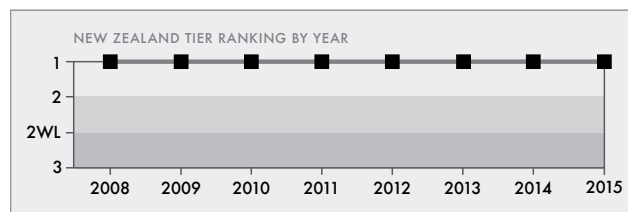
The criminal code prohibits both sex and labor trafficking under Article 286f, prescribing penalties ranging from six to 15 years' imprisonment. No new trafficking investigations or prosecutions were initiated in 2014; police reported indicators of human

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 I

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 to 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.

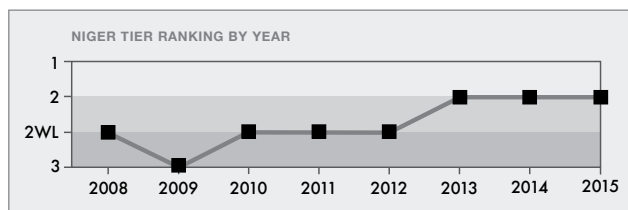
NIGER: Tier 2

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.

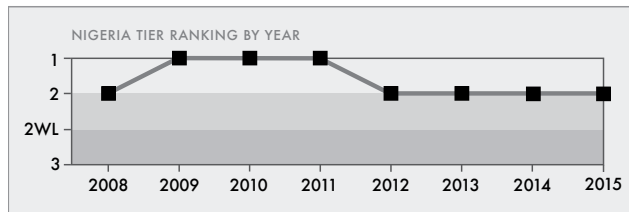
NIGERIA: Tier 2

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

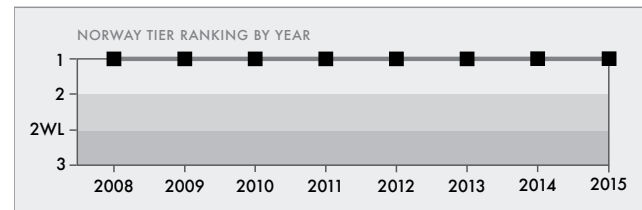
The government sustained efforts to prevent human trafficking. NAPTIP continued to conduct extensive national and local programming through radio and print media in all regions of the country to raise awareness about trafficking, including warning about fraudulent recruitment for jobs abroad. NAPTIP 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 I

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

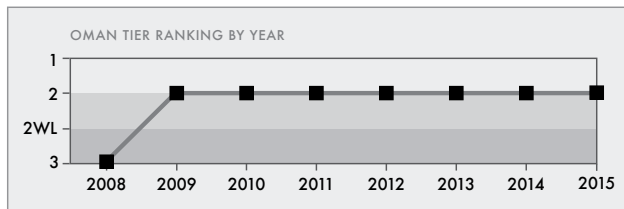
The government demonstrated weakened prevention efforts. Norway did not have an action plan at the close of the reporting period, as the previous one had expired in 2014 and had not yet been replaced. There were no cases of authorities punishing labor recruiters involved in the recruitment of workers 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

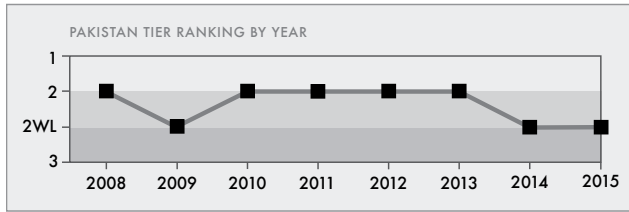
Pakistan is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. The country's largest human trafficking problem is bonded labor, in which an initial debt assumed by a worker as part of the terms of employment is exploited, ultimately 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.

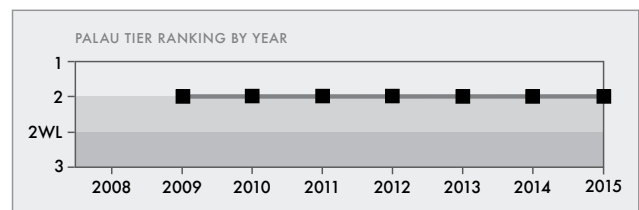
PREVENTION

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.

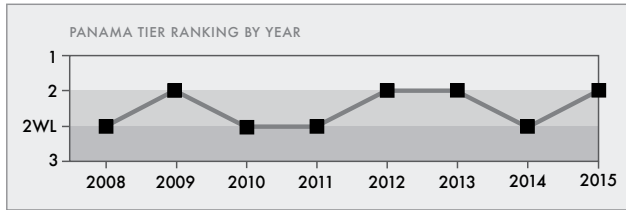
PREVENTION

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.

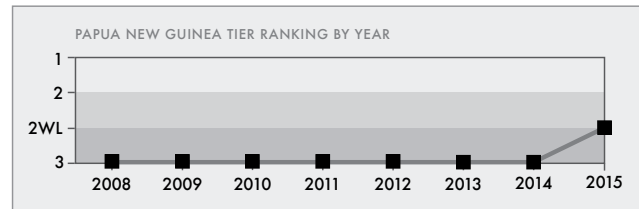
PAPUA NEW GUINEA: Tier 2 Watch List

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.

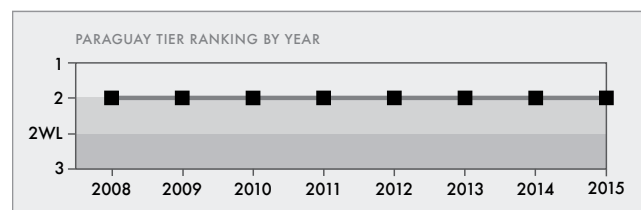
PREVENTION

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.

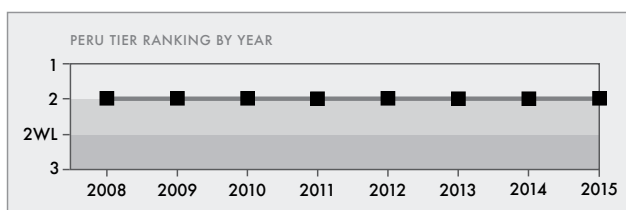
PREVENTION

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 UNTIP 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

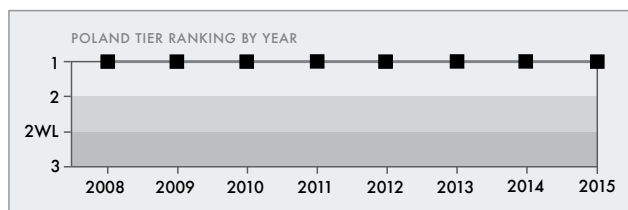
The government continued robust efforts to prevent trafficking. Government anti-trafficking taskforces, in consultation with NGOs, continued to implement the 2012-2016 strategic plan to combat trafficking. Authorities allocated 200,000 pesos (\$4,500) for community education programs on trafficking in 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 I

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

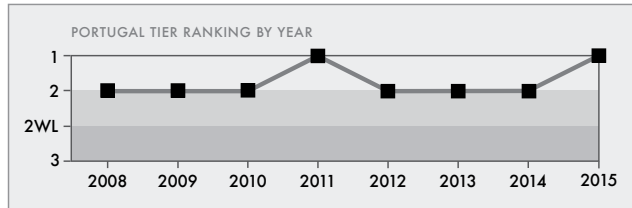
The government sustained strong prevention efforts. In 2014, the government allocated 135,000 zloty (\$36,400) for the implementation of tasks related to the 2013-2015 national action plan for combating trafficking. The interior ministry continued to lead the inter-ministerial anti-trafficking team, 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 I

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

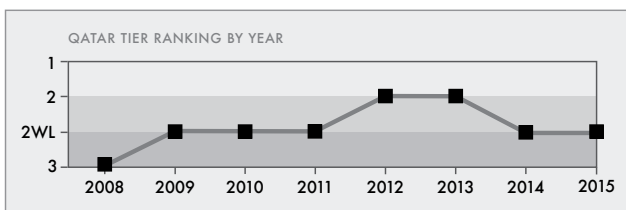
Qatar is a destination country for men and women subjected to forced labor and, to a much lesser extent, forced prostitution. Approximately 94 percent of the country's workforce is comprised of men and women from South and Southeast Asia, Africa, and the Middle East who voluntarily come to work as low- 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 3.2 million Qatari riyal (\$11.5 million) to support the QFPSR's anti-trafficking efforts, in comparison with 2.8 million Qatari riyal (\$10.2 million) the previous year. The National Alliance to Combat Human Trafficking, comprised

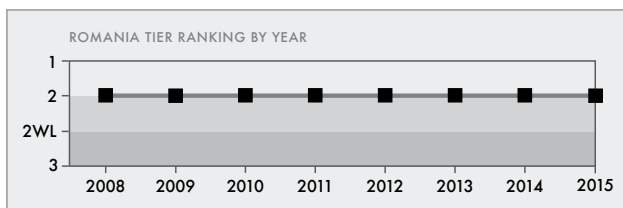
of government agencies and civil society representatives, met several times to coordinate and assess national anti-trafficking efforts, including victim referral procedures, visa selling issues, and implementation of Qatar's national plan to combat trafficking. The QFPSR implemented awareness campaigns, 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

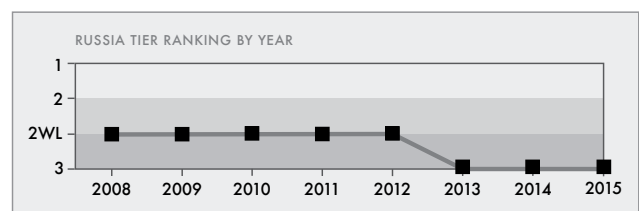
Russia is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Labor trafficking remains the predominant human trafficking problem within Russia, escalating in the context of Russia's significant increase in labor migration. Official and 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

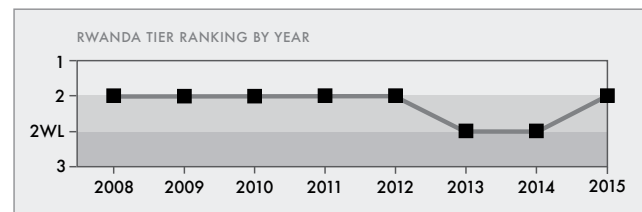
The Russian government demonstrated limited efforts to prevent trafficking during the reporting period. In June 2014, a Federation Council Deputy submitted a bill to significantly increase the penalties for inducement to prostitution, organization of brothels, and advertisement of sexual services; the 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

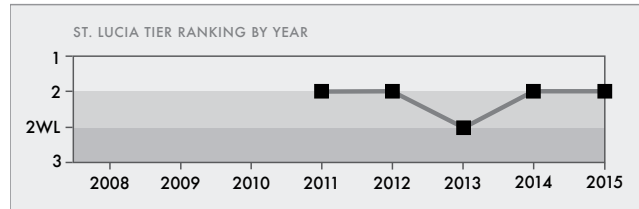
The government sustained efforts to prevent trafficking. The government's interagency anti-trafficking working group met monthly throughout the reporting period. In August 2014, President Kagame publicly urged the government, civil society organizations,

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

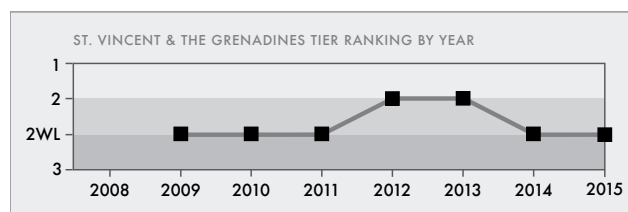
The government sustained trafficking prevention efforts. The government raised awareness through an ongoing campaign by publishing brochures, posters, fliers, public service announcements, and news releases and by participating in radio and television shows. Authorities implemented the 2013 national 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

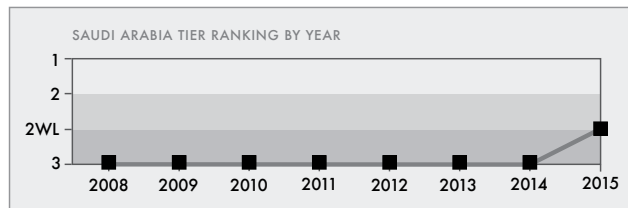
The government made limited progress in preventing trafficking. High-level officials acknowledged a trafficking problem in the country for the first time. The government launched an anti-trafficking public awareness campaign, which reached approximately 3,500 individuals, primarily at primary schools 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

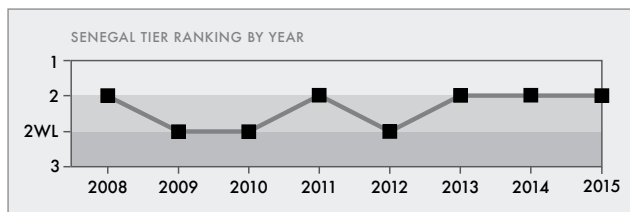
actively coordinate efforts among ministries. For another year, the government updated its national anti-trafficking action plan; as part of this plan, the government identified areas of cooperation with two international organizations to strengthen anti-trafficking efforts. Throughout 2014, the government 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.

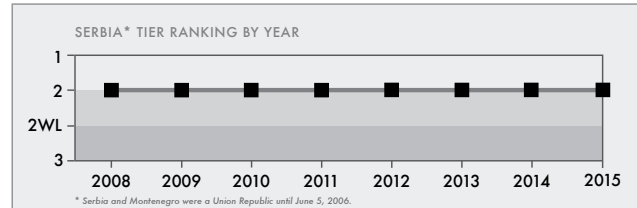
Approximately 70 percent of Senegal's economy operated in the informal sector, where most forced child labor occurred; however, there was no evidence that the Ministry of Labor made efforts to regulate this sector. The government made efforts to decrease the demand for forced labor or commercial sex 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.

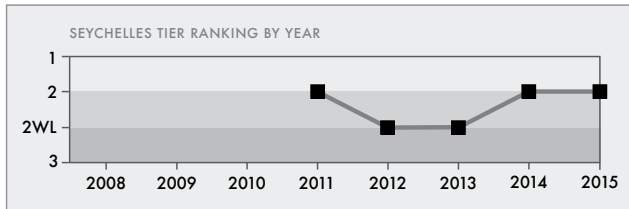
PREVENTION

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.

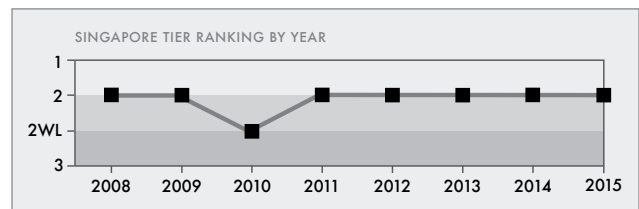
SINGAPORE: Tier 2

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

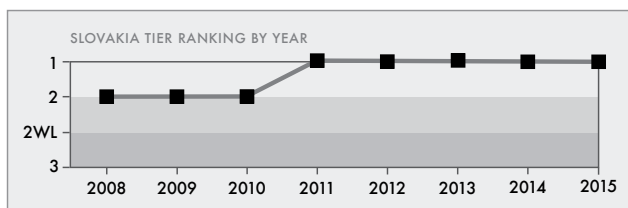
The government continued efforts to prevent trafficking. The government's interagency taskforce continued implementation of Singapore's national action plan. The taskforce conducted campaigns through social media, newspapers, television, posters, and other outreach materials to educate workers on their 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 I

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

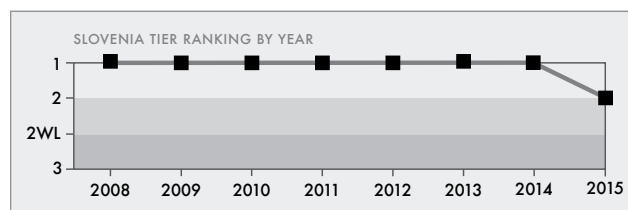
The government maintained efforts to prevent human trafficking, but acknowledged the need to raise public awareness and improve data collection on anti-trafficking efforts. In February 2015, the government approved a national program to fight trafficking covering 2015-2018 that acknowledged the need 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.

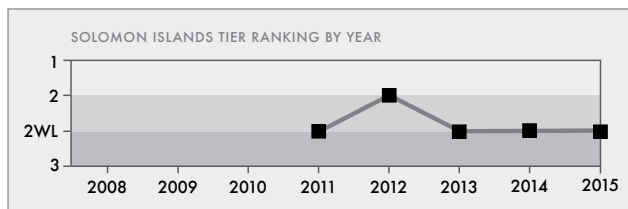
SOLOMON ISLANDS: Tier 2 Watch List

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.

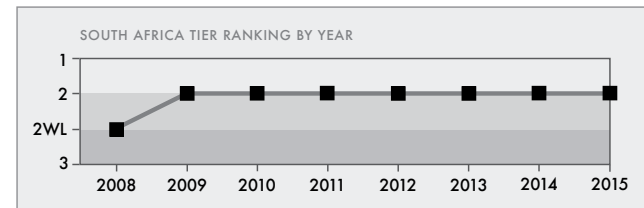
SOUTH AFRICA: Tier 2

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.

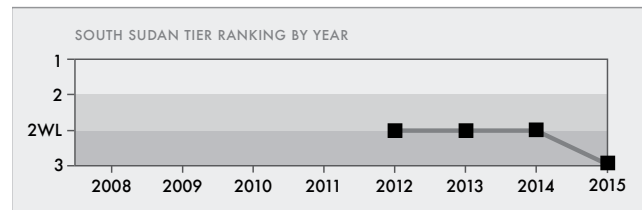
Violent conflict continued throughout the year, resulting in the displacement of more than two million people and orphaning an unknown number of children; these groups were at increased risk of trafficking. Unaccompanied minors in refugee camps or those moving between camps, particularly while crossing 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.

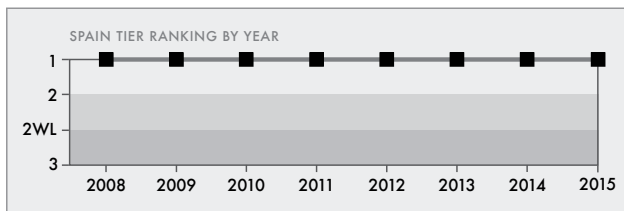
PREVENTION

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 I

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.

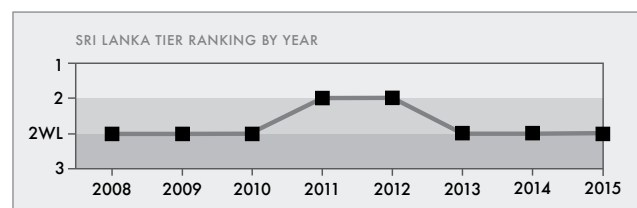
SRI LANKA: Tier 2 Watch List

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.

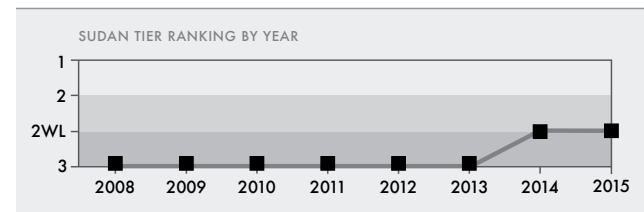
Sudanese girls are vulnerable to sex trafficking in restaurants and brothels. Government security forces recruited and used children as combatants and in support roles. In 2014, an international organization reported four children between the ages of 13 and 15 years were observed in Sudanese Armed Forces (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.

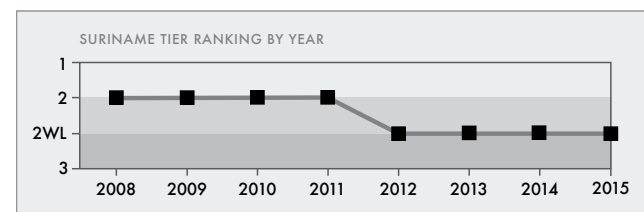
The government continued to deny recruitment of child soldiers. The SAF's Child Protection Unit continued to lead efforts to work with international organizations on child protection issues, including preventing the recruitment of child soldiers. Various other government entities were also mandated to 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 UNTIP 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

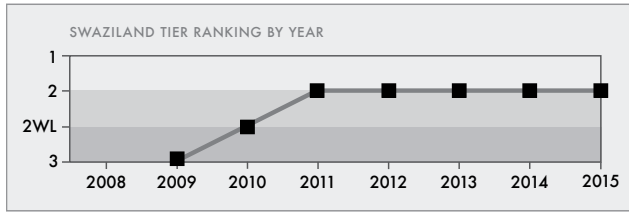
The government decreased prevention efforts. The government did not report progress on its efforts to implement Suriname's 2014-2018 roadmap to combat trafficking. The interagency anti-trafficking working group, active since 2003, consisted of representatives from six government agencies and one NGO. 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

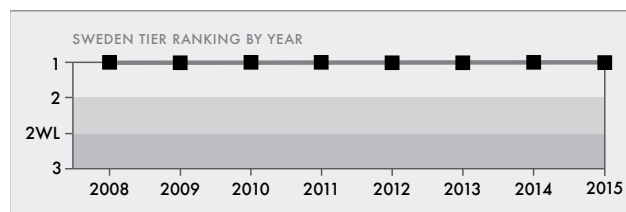
suspected cases. Additionally, the secretariat conducted sessions on human trafficking at schools with the assistance of teachers and police officers and, through a new border campaign, placed posters at the various land borders and Mbabane airport to raise trafficking awareness. Swazi officials also 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 I

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 I

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.

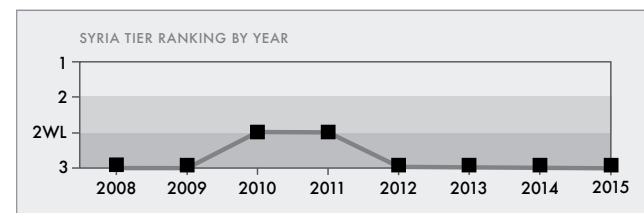
Syria is a source and destination country for men, women, and children subjected to forced labor and sex trafficking. Syrian children displaced within the country continue to be subjected to forced labor, particularly by organized begging rings. Multiple sources report ISIL continues to force local Syrian 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

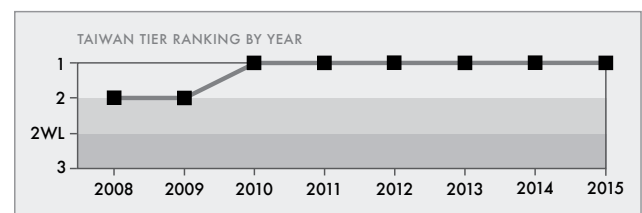
The government did not prevent human trafficking; rather, the government's actions continued to result in human trafficking crimes. The government failed to implement measures to prevent children from being recruited and used as combatants and in support roles by government, government-affiliated armed 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 I

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