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

PROSECUTION

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

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

PROTECTION

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

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

PREVENTION

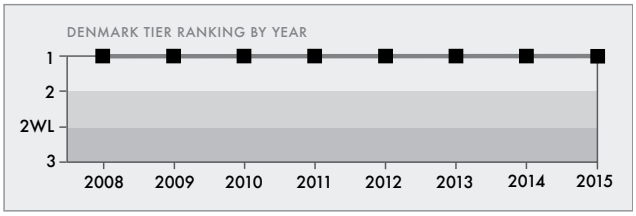
The government maintained prevention efforts. The interior minister chaired an inter-ministerial body that coordinated national efforts and worked to implement the 2012-2015 national action plan. A unit in the MOI served as the national rapporteur and prepared a comprehensive annual report on patterns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

DENMARK: Tier 1

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

The Government of Denmark fully complies with the minimum standards for the elimination of trafficking. During the reporting period, law enforcement authorities collaborated with foreign counterparts to convict more traffickers, including through the country's first use of a criminal code section that provides more stringent penalties for convicted traffickers. The government also continued to identify victims and fund service providers. However, the government's default approach to protecting victims without EU residency was to repatriate victims to their countries of origin. While an asylum process existed to protect victims who face retribution in their countries of origin, only four victims have ever been granted asylum, despite the government officially identifying more than 200 victims in the last three years. No other residence

permit exists for trafficking victims, and a 2013 amendment that gave authorities the ability to stay deportation in order for victims to assist in an investigation has never been used. The effective lack of alternatives from removal impedes the ability of law enforcement to pursue traffickers and leaves victims vulnerable.



RECOMMENDATIONS FOR DENMARK:

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

PROSECUTION

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

PROTECTION

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

The government continued to offer trafficking victims a 120-day "extended time limit for departure" as part of its prepared return program for trafficking victims ordered to leave Denmark; the prepared return gave victims a specified period of time to receive services before their eventual deportation. Regional anti-trafficking experts, including the Council of Europe, emphasized this period does not refer to a period of reflection and recovery necessary to determine whether or not victims will cooperate in the investigation of their cases; rather it is a period of time the victims have to cooperate in their repatriation. In 2014, eight of the 71 identified trafficking victims accepted a prepared return, compared with 11 in 2013. Few victims agreed to participate in the program, reportedly based on the perception it was merely a preparation for deportation. Victims' debt bondage to their traffickers served as a significant deterrent from accepting the prepared return.

In 2014, the government identified 71 victims, compared with 76 in 2013. These victims included six victims of forced labor and six children. Police referred 48 victims to care. Nine asylum seekers were identified as trafficking victims and referred to care. Authorities did not officially identify any Danish victims in 2014, though authorities reported having done so in the past and acknowledged other cases may have gone undetected. When police suspected they had a victim in custody, they could call government anti-trafficking experts to join the police questioning and explain the victim's rights. However, one observer reported police officers' *de facto* standard procedure when encountering cases of prostitution was to check individuals' immigration documents and deport those that had entered Denmark illegally, regardless of whether officers had detected indicators of trafficking. NGOs noted the onus of victim identification remained on trafficking victims, particularly if the identification efforts occurred in detention settings during Denmark's 72-hour limitation for charging an individual with a crime. The government funded NGOs to provide victim care services, including medical, psychological, and legal assistance.

Victims could apply for compensation through a state fund and through a civil suit against their traffickers; however, no victim pursued these in 2014.

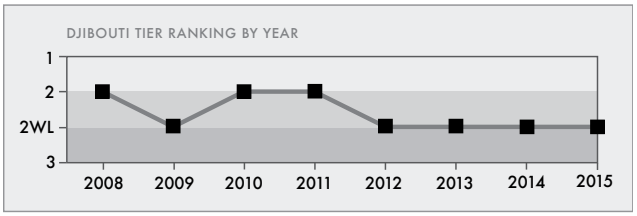
PREVENTION

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

DJIBOUTI: Tier 2 Watch List

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

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



RECOMMENDATIONS FOR DJIBOUTI:

Implement the national action plan; when implementing anti-trafficking laws, identifying victims, and combating trafficking generally, use a broad definition of trafficking in persons consistent with the 2000 UN TIP Protocol that does not rely on evidence of movement, but rather on exploitation of the victim; work with judges, prosecutors, and police to clarify the difference between cases of human trafficking and alien smuggling; enforce the anti-trafficking laws through investigation and prosecution of trafficking offenders, especially those responsible for child prostitution, domestic servitude, or other forced labor offenses, and provide data on convictions and sentences of trafficking offenders; institute a module on human trafficking as a standard part of the mandatory training program for new police and border guards; establish policies and procedures for government officials—including law enforcement, health, and social welfare officers—to identify proactively and interview potential trafficking victims and transfer them to care; expand mechanisms for providing protective services to victims, possibly through the forging of partnerships with NGOs or international organizations; form partnerships with local religious leaders, encouraging them to educate their congregations about trafficking; and launch a nationwide anti-trafficking awareness campaign.

PROSECUTION

The government made minimal law enforcement efforts to address human trafficking crimes. Djibouti's Law 210, Regarding the Fight Against Human Trafficking, enacted in December 2007, prohibits both forced labor and sex trafficking but does not adequately distinguish between human trafficking and alien smuggling. It provides for the protection of victims regardless of ethnicity, gender, or nationality, and prescribes penalties of two to five years'

imprisonment, penalties which are sufficiently stringent, but not commensurate with those prescribed for other serious crimes, such as rape. Law 111, Regarding the Fight Against Terrorism and Other Serious Crimes of 2011, increased penalties to 10 years' imprisonment for human trafficking crimes and adequately defines the crime in line with international law.

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

PROTECTION

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

PREVENTION

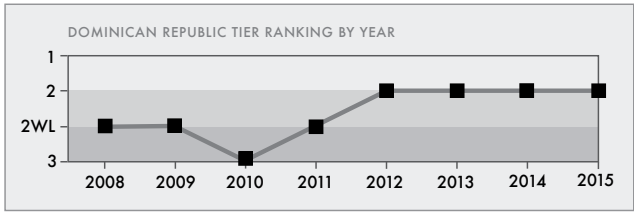
Although the government updated and extended its national action plan through 2020, tangible efforts to prevent trafficking were minimal overall. In coordination with the government, an international organization distributed awareness-raising materials—targeting prospective migrants and those in transit—which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

DOMINICAN REPUBLIC: Tier 2

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

The Government of the Dominican Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government prosecuted an increased number of labor and sex trafficking defendants and punished offenders with imprisonment. The

government referred more victims to care in 2014 and sustained efforts aimed at preventing human trafficking. The government, however, continued to lack trafficking-specific victim assistance. The government began implementing a naturalization law that provides a path to citizenship for persons affected by the 2013 Constitutional Tribunal ruling, but a sizeable group may be left without legal status, increasing their vulnerability to trafficking. The government reported no new investigations, prosecutions, or convictions of officials complicit in trafficking.



RECOMMENDATIONS FOR THE DOMINICAN REPUBLIC:

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

PROSECUTION

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

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

PROTECTION

The government increased victim protection efforts. Authorities identified 99 trafficking victims including 63 sex trafficking victims, one forced labor victim, 29 forced begging victims, two victims of forced criminality, and three victims where the purpose of exploitation was unclear. Eighty-three victims were Dominican and 16 were foreign nationals, 73 were female and 26 male, and 81 were children and 18 adults. This is an increase from the 60 victims identified in 2013. The government issued two new government-wide protocols, one for adults and one for youth and children, aimed at helping officials identify victims and refer them to government trafficking specialists. The government reported referring 52 victims to care facilities for assistance compared with 12 victims in 2013; it was unclear why the other 47 identified victims were not referred for services. NGOs noted that although the government provided some assistance to victims, it did so in an *ad hoc* manner and funding for victim assistance, as well as security and staffing in shelters, was inadequate. The government provided limited legal services and psychological assistance to victims while donor-funded international organizations, faith-based groups, and NGOs provided more comprehensive services and temporary accommodation in general shelters for crime victims. The government's national council for children, with a budget of 6.8 million Dominican pesos (RD) ($155,000), operated eight shelters for abused children that could provide care to trafficking victims; these shelters assisted 95 victims in 2014. The anti-trafficking law contains victim protection provisions, including restitution; one labor trafficking victim obtained restitution of RD 883,000 ($20,000).

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

undocumented Haitian victims faced the risk of deportation and other penalties resulting from their irregular immigration status.

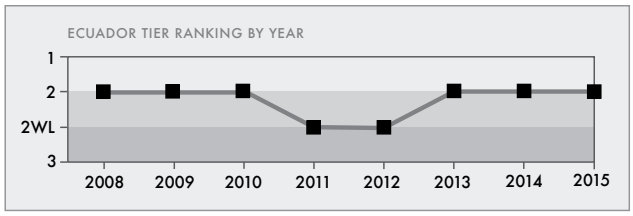
PREVENTION

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

ECUADOR: Tier 2

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

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



RECOMMENDATIONS FOR ECUADOR:

Strengthen the provision of specialized care services for trafficking victims, including for adults, in partnership with civil society organizations through increased funding; amend anti-trafficking statutes so they do not penalize non-trafficking crimes in order to bring them in to compliance with the 2000 UN TIP Protocol; increase efforts to investigate and prosecute trafficking offenses and convict and punish traffickers, particularly for cases involving adult trafficking victims; hold criminally accountable public officials complicit in trafficking; develop and implement procedures for identifying trafficking victims among vulnerable populations, such as children and adults in prostitution or child and migrant workers; implement procedures to ensure identified victims are referred to care services; increase anti-trafficking training for police officers, judges, labor inspectors, immigration officials, social workers, and other government officials, particularly to enhance victim identification; issue and implement guidelines to ensure officials consistently offer foreign victims legal alternatives to removal; and enhance data collection and interagency coordination.

PROSECUTION

The government maintained law enforcement efforts. In August 2014, a new criminal code came into effect that increases the penalties for trafficking crimes and penalizes a range of activities it defines as exploitation, including those prohibited in the 2000 UN TIP Protocol; however, it is overly broad and includes as exploitation all child labor, illegal adoption, and begging. Article 91, entitled "trafficking", defines the crime by reference to acts undertaken for exploitation—broadly defined to include not only sex and labor trafficking, but also illegal adoption; the sale of tissues, fluids, and genetic materials of living persons; and all child labor. Penalties under this article range from 13 to 16 years' imprisonment. The new code also separately penalizes forced prostitution (Article 101), as well as forced labor and other forms of exploitative labor (Article 105), including all labor of children younger than 15 years of age. Penalties under Article 101 are 13 to 16 years' imprisonment, while penalties for forced labor under Article 105 are 10 to 13 years' imprisonment—less than the penalties for forced labor under Article 91. The new criminal code allows for enhanced law enforcement investigation techniques for human trafficking, such as undercover investigations and wire-tapping. The penalties

for trafficking crimes under the new penal code are sufficiently stringent. The previous penal code prescribed punishments of six to nine years' imprisonment for labor trafficking and eight to 12 years' imprisonment for sex trafficking.

Data collection on anti-trafficking law enforcement efforts was uneven. The anti-trafficking and human smuggling police unit reported conducting 19 anti-trafficking operations in 2014, while police dealing with crimes against children conducted 84 operations against child sexual exploitation in clubs and brothels involving 56 children. Prosecutors did not report the number of prosecutions begun in 2014, due to their privacy concerns based on interpretations of Ecuadorian law. In 2013, police referred 145 possible trafficking cases to prosecutors, and authorities initiated prosecutions of 95 alleged traffickers. Authorities convicted 20 traffickers in 2014; at least four convictions were for labor trafficking. Sentences ranged from four to 16 years' imprisonment. This compares with 14 sex traffickers and five labor traffickers convicted in 2013. The anti-trafficking and human smuggling police unit in Quito focused on cases involving adult victims, while police units for crimes against children investigated cases of child trafficking, sometimes in coordination with specialized anti-trafficking police. The national organized crime prosecutorial unit in Quito handled trafficking cases in partnership with local prosecutors across the country. Limited resources, limited presence in parts of the country, inadequate victim services, bureaucratic delays, and the frequent rotation of specialized police hampered the effectiveness of police and prosecutors. Some officials, particularly judges, demonstrated a lack of knowledge about human trafficking, particularly forced labor. Authorities initiated the prosecution of a police officer for sex trafficking, but reported no convictions of complicit officials in 2014. The government reported no progress on the 2013 prosecution of two active and two former police officers for their involvement in sex trafficking or on the 2012 investigation of a judge for trafficking-related complicity. Authorities provided some anti-trafficking training to police, prosecutors, and other officials, though most specialized training was conducted by an international organization with foreign donor funding. Authorities provided mandatory training on trafficking as part of basic training for judicial police. The government undertook joint trafficking investigations with U.S., Colombian, and Peruvian officials.

PROTECTION

Government efforts to protect trafficking victims remained weak. While the authorities did not report the total number of potential victims identified in 2014, the victim and witness protection program for individuals participating in penal processes (SPAVT) supported 66 victims of trafficking; most were sex trafficking victims. This is a significant decrease from 2013, when police reported identifying 450 potential trafficking victims. Authorities removed children from sites of commercial sexual exploitation, but did not systematically apply procedures to identify adult victims among vulnerable populations, such as women in prostitution. Officials reported difficulty in accessing areas where forced labor possibly occurs, particularly in agriculture. Victim referrals from many officials were often *ad hoc*.

Services for trafficking victims remained limited. SPAVT assisted 66 trafficking victims and six dependents in 2014, providing 45 percent with food and emergency shelter, 31 percent with referrals to temporary shelter with NGOs, and 74 percent with referrals to government entities for general health and education services. This program spent approximately $156,000 on food and lodging for these victims and their dependents between January and September 2014. The Ministry of Economic and Social Inclusion operated one shelter for girls in commercial sexual exploitation but did not report how many victims it assisted in 2014. Authorities provided an undisclosed amount of funding to NGOs caring for child victims of sex and labor trafficking. One shelter for child victims of labor trafficking and other abuse reported receiving approximately 60 percent of its funds from the government, while another NGO received irregular funding from SPAVT for food and accommodation for 25 girl victims of sexual and labor exploitation. In some parts of the country, there were no facilities to house rescued victims. The national government funded no specialized services for adult trafficking victims in 2014 and provided few psycho-social, reintegration, or legal services. Officials assisted in the repatriation of eight Ecuadorian child trafficking victims. Authorities issued a resolution in 2014, granting trafficking victims up to 30 days of reflection to allow them to receive SPAVT protection while deciding if they want to participate in the penal process against their traffickers. Many victims chose not to participate in investigations due to fear of threats, inadequate protections in the witness protection program, or lack of faith in the judicial system. The new penal code states victims are not punishable for the commission of offenses that are the direct result of being subjected to human trafficking. NGOs reported some potential victims may have been deported without being screened for trafficking indicators. Some officials did not respect the confidentiality of trafficking victims and released personal information to the public. There were no specific legal alternatives for foreign victims facing removal to countries in which victims would face hardship or retribution. Authorities reported they could grant temporary or permanent residency to foreign victims, but did not report how many foreign victims received residency in 2014. NGOs reported some eligible victims were not granted residency, and some foreign victims with irregular migratory statuses had difficulties accessing government-provided services.

PREVENTION

The government sustained prevention efforts. The Ministry of the Interior anti-trafficking sub-directorate coordinated anti-trafficking efforts, although civil society organizations continued to note a lack of coordination between government actors. The government did not finalize a new anti-trafficking action plan, resulting in inadequate funding to conduct anti-trafficking efforts. Authorities conducted awareness campaigns. A provincial government provided some funding to an NGO to conduct prevention activities. The new penal code prohibits sex tourism, but there were no reports of investigations, prosecutions, or convictions of child sex tourists in 2014. The government took actions to reduce the demand for commercial sex acts involving children, including in tourist areas, but did not report efforts targeting the demand for forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel.

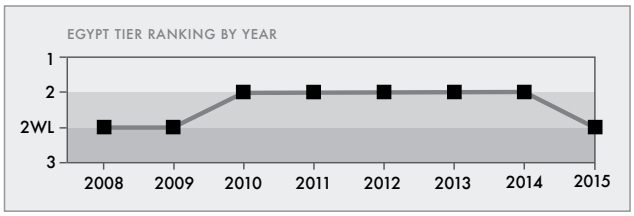
EGYPT: Tier 2 Watch List

Egypt is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Egyptian children, including those among the estimated 200,000 to one million street children, are vulnerable to sex trafficking and forced labor in domestic service, begging, and agricultural work. Individuals from the Gulf, including Saudi Arabia, the United Arab Emirates,

and Kuwait, purchase Egyptian women and girls for "temporary" or "summer" marriages for the purpose of prostitution or forced labor; these arrangements are often facilitated by the victims' parents and marriage brokers, who profit from the transaction. Child sex tourism occurs primarily in Cairo, Alexandria, and Luxor. In 2011, the government's National Center for Social and Criminological Research found 40 percent of women in jail charged with crimes of prostitution had been forced or coerced into prostitution. An international organization reported in 2013 some Egyptian women were subjected to sex trafficking in Sri Lanka. Egyptian men are subjected to forced labor in construction, agriculture, and low-paying service jobs in neighboring countries. Syrian refugees who have settled in Egypt are increasingly vulnerable to trafficking.

Men and women from South and Southeast Asia and East Africa are subjected to forced labor in domestic service, construction, cleaning, and begging. Indonesians make up the largest number of foreign domestic workers in Egypt, though there has been an observed increase in Sri Lankan domestic workers. Employers use some domestic workers' lack of legal status and employment contracts to threaten arrest and abuse if they escape or complain of poor conditions. Women and girls, including refugees and migrants, from Asia, sub-Saharan Africa, and the Middle East endure sex trafficking in Egypt. From 2011 to 2013, instances of human trafficking, smuggling, abduction, and extortion of African migrants in the Sinai Peninsula occurred at the hands of criminal groups; many of these migrants were forced into sexual servitude or forced labor during their captivity in the Sinai. However, since mid-2013, international organizations observed the flow of these migrants into the Sinai nearly ceased, due in part to an aggressive Egyptian military campaign. Anecdotal reports suggest these criminal groups have relocated from the Sinai to Egypt's western border with Libya; these migrants remain vulnerable to the same abuses inflicted upon them in the Sinai, including trafficking.

The Government of Egypt does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Egypt is placed on Tier 2 Watch List. For the first time, the government conducted a nationwide data call to district courts to gather information on trafficking cases from the last five years to properly allocate training and prioritize trafficking efforts. In addition, the national anti-trafficking hotline call center was operational and its services were expanded. The Egyptian president also publicly acknowledged the vulnerability of Egyptian street children to trafficking and announced the allocation of approximately 100 million Egyptian pounds ($14 million) to address this issue. However, the government did not adequately address the needs of foreign trafficking victims and focused primarily on Egyptian victims. Moreover, it did not provide some shelter services to foreign trafficking victims in 2014. Though the government continued to partner with NGOs and international organizations to identify and refer victims to protective services, it identified a smaller number of trafficking victims in 2014, continuing the decrease from the previous reporting period. Reports indicated many officials—particularly those outside of city centers—failed to systematically identify victims among vulnerable groups, and the government had no procedures to do so. As a result, victims were routinely treated as criminals and punished for unlawful acts committed as a direct result of being subjected to human trafficking. The government prosecuted some traffickers in 2014 but failed to convict any offenders for a second consecutive year; many trafficking cases were settled out of court, failing to adequately punish offenders or serve as a sufficient deterrent to the commission of trafficking crimes.



RECOMMENDATIONS FOR EGYPT:

Significantly increase prosecutions and convictions of all forms of trafficking, and adequately punish offenders; continue to use the national victim referral mechanism to systematically identify and assist trafficking victims among vulnerable groups, including those arrested for prostitution, street children, and foreign migrants; ensure identified trafficking victims are not punished for unlawful acts committed as a direct result of being subjected to human trafficking; expand the scope of protection services, including adequate shelter, and make these services available to all foreign and domestic trafficking victims; encourage trafficking victims to assist in investigations and prosecutions against their traffickers; increase training for all government officials on the anti-trafficking law and victim identification and referral procedures; implement nationwide awareness campaigns; and provide adequate legal protections for domestic workers.

PROSECUTION

The government made limited progress in anti-trafficking law enforcement efforts. Egypt prohibits all forms of human trafficking through its 2010 anti-trafficking law, which prescribes penalties from three to 15 years' imprisonment and fines. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The Child Law includes provisions prohibiting sex trafficking and forced labor of children and prescribes sentences of at least five years' imprisonment, which also are sufficiently stringent and commensurate with those prescribed for other serious crimes. Articles 80 and 89 of Egypt's constitution include provisions prohibiting and criminalizing sex trafficking, compulsory exploitation, and forced labor. For the first time, in 2014, the government conducted a nationwide data call to district courts to gather information on trafficking cases from the last five years. The government reported it conducted 27 potential trafficking investigations, and an international organization reported the government initiated 15 prosecutions under the anti-trafficking law in 2014; however, the government did not provide the details of these cases. The government did not convict any trafficking offenders in 2014. Though prosecutions increased from 2013, the lack of convictions remained a concern. Law enforcement officers lacked understanding of the anti-trafficking law and investigation techniques, while trafficking cases were oftentimes settled out of court, failing to adequately punish trafficking offenders for their crimes. In 2014, the government incorporated anti-trafficking training in *curricula* for newly appointed prosecutors, and—in coordination with an international organization—it provided anti-trafficking trainings for over 1,000 judicial and law enforcement officials throughout 2014. The government did not report any investigations, prosecutions, or convictions of

government employees complicit in human trafficking offenses.

PROTECTION

The government demonstrated decreased efforts to identify and protect trafficking victims, specifically refusing to provide some services to foreign victims. The government identified and assisted 68 victims in 2014, of which 44 were male and 22 were female, subjected to physical, mental, or sexual abuse. This represents a significant and ongoing decrease from the previous two reporting periods in which the government identified 173 victims in 2013 and 277 in 2012. Though the government continued to coordinate with NGOs to identify and refer victims to protection services, it did not adopt written procedures to guide officials in the proactive identification of trafficking victims among vulnerable populations, including domestic workers—who were not covered under labor laws—street children, foreign migrants, and women and girls in prostitution. The national victim referral mechanism, which included counseling and legal assistance to those who called the national anti-trafficking hotline, lacked clear standard operating procedures, and many officials failed to utilize the mechanism. Furthermore, police were reportedly reluctant to refer victims to shelter services. The lack of trafficking awareness among police, security, and judicial officials outside of urban areas contributed to the lack of victim identification and referral to protection services, as well as punishment of victims for unlawful acts committed as a direct result of being subjected to human trafficking. As in the previous reporting period, authorities often treated unidentified trafficking victims as criminals, prosecuting them on charges of prostitution, robbery, or immigration violations. However, unlike in the previous reporting period, as of early 2015, the government was not holding any African migrants in Egyptian detention centers in the Sinai. In addition, in September 2014, Egyptian authorities identified four Nigerian females as trafficking victims after they had been initially arrested and properly referred them to shelter services.

The government's provision of protection services to foreign victims, including shelter, declined. International organizations observed a decrease in the attention authorities paid to appropriately assisting foreign trafficking victims; in some instances, authorities refused provision of shelter services to foreign victims. The government jointly operated a shelter with an international organization, which was designated for female and child trafficking victims and offered medical, psychological, legal, vocational, and repatriation assistance. Despite this, the international organization reported the shelter's quality of care for foreign victims was so poor it temporarily shut down parts of the shelter twice in 2014 and victims were inadequately housed in the remaining space of the shelter. The shelter reportedly assisted 19 trafficking victims, 16 of whom were foreign and three children. The Ministry of Health, with international assistance, operated a medical recovery unit for foreign and domestic, male and female trafficking victims at a Cairo hospital; however, the government did not report its use of this unit to assist any victims in 2014, a significant decrease from the 68 victims it assisted in 2013.

Though the government relied on international organizations and civil society to fund victim assistance, it did not—in turn—provide financial assistance or support to these organizations, presenting an obstacle in their ability to offer continued provision of protective services to trafficking victims. In the absence of adequate protection services, some victims sought refuge at their respective embassies. The government rarely granted temporary residency to foreign trafficking victims and expected victims to request this option on their own without providing them adequate guidance on the procedures to do so. The government assisted in the repatriation of nine trafficking victims, yet the victims were required to pay exit fees during the repatriation proceedings; the government failed to provide relief from such penalties. Some foreign trafficking victims were not offered legal alternatives to removal to countries in which they faced hardship or retribution.

PREVENTION

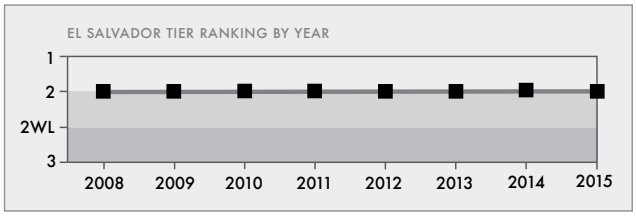
The government made uneven efforts to prevent human trafficking. In February 2015, President Abdel Fattah Al-Sisi publicly acknowledged the growing problem of street children and announced the allocation of approximately 100 million Egyptian pounds ($14 million) to combat the issue; however, it was unclear to relevant ministries how this funding was to be allocated for anti-trafficking measures. The government continued to implement its national anti-trafficking action plan. Under this plan, the government partnered with an international organization to improve data collection and combat trafficking among street children and domestic workers. In 2014, the government conducted a series of research studies on trafficking in Egypt and held online awareness campaigns, yet these campaigns only reached a small portion of Egyptian society. The government operated and fully-staffed a telephone hotline to report trafficking abuses, which reportedly was responsible for referring an unknown number of trafficking victims in 2014. The government also expanded the hotline in 2014 to include on-call counselors and an online referral team. The government proposed the establishment of a database to collect trafficking data and cases, but it was not implemented by the end of the reporting period. The government did not report if the Ministry of Manpower and Migration inspectors, trained to investigate employers suspected of child labor or trafficking crimes, identified any trafficking cases during routine inspections in 2014. The government did not make efforts to reduce the demand for commercial sex acts or forced labor, and it did not raise awareness of the problem of child sex tourism. The government offered anti-trafficking training for Egyptian troops before deploying them on international peacekeeping missions. The government provided anti-trafficking training or guidance for its diplomatic personnel.

EL SALVADOR: Tier 2

El Salvador is a source, transit, and destination country for women, men, and children subjected to sex trafficking and forced labor. Women, men, and children, including LGBT persons, are exploited in sex trafficking within the country. Salvadoran adults and children are subjected to forced begging and forced labor in agriculture and domestic service. Some men, women, and children from neighboring countries—particularly Nicaragua, Guatemala, and Honduras—are subjected to sex trafficking, domestic servitude, or forced labor in construction or the informal sector. Gangs subject children to forced labor in illicit activities, including selling or transporting drugs. Salvadoran men, women, and children are subjected to sex trafficking and forced labor in Guatemala, Mexico, Belize, and the United States. Media and government officials report organized criminal groups, including transnational criminal organizations, are involved in trafficking crimes. Some Salvadorans who irregularly migrate to the United States are subjected to forced labor, forced criminal activity, or sex trafficking *en route* or upon arrival. Some Latin American migrants transiting El Salvador *en route* to Guatemala and North America are subsequently exploited in

sex or labor trafficking. Corruption, particularly among the judiciary, remained a significant obstacle to law enforcement efforts. In 2014, media reported several public officials—including legislators, political party officials, and a mayor—purchased commercial sex acts from trafficking victims. Prison guards and justice officials have been investigated for trafficking-related complicity.

The Government of El Salvador does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities continued to investigate and prosecute child sex trafficking crimes and provide services to some girls subjected to sex trafficking. The government enacted new legislation that increased penalties for human trafficking offenses and codified an institutional framework for addressing these crimes; however, its definition of human trafficking is inconsistent with international law. Victim services for adults, boys, and LGBT victims were inadequate. Efforts to investigate labor crimes remained weak. The government's failure to conduct a thorough, transparent investigation into allegations that government officials facilitated trafficking in 2014, or to initiate prosecutions following such investigations in previous years, undermined overall efforts to combat trafficking.



RECOMMENDATIONS FOR EL SALVADOR:

Provide comprehensive protection services for all trafficking victims, including adults and boys, and increase funding for specialized services; strengthen efforts to proactively investigate and prosecute trafficking offenses, and to convict and sentence traffickers, especially for forced labor; conduct thorough and transparent criminal investigations and prosecutions of alleged government complicity in trafficking offenses and convict and sentence complicit officials; amend the 2014 anti-trafficking law to include a definition of human trafficking consistent with international law; implement procedures for the proactive identification of victims among vulnerable groups, including children apprehended for illicit gang-related activities and irregular migrants returning to El Salvador; enforce laws punishing local brokers for illegal practices that facilitate trafficking, such as fraudulent recruitment or excessive fees for migration or job placement; continue and increase training for public officials on victim identification and assistance; and strengthen anti-trafficking coordination between different government entities and with civil society organizations, particularly outside the capital.

PROSECUTION

The government continued law enforcement efforts to combat child sex trafficking, but made inadequate efforts to address forced labor; authorities have never prosecuted a labor trafficker. In October 2014, the legislature passed the Special Law Against Trafficking in Persons, which took effect in January 2015. This law replaced Article 367B of the penal code and increased prescribed penalties for human trafficking crimes from four to eight years' imprisonment to 10 to 14 years' imprisonment, which are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. Though it prohibits all forms of human trafficking, the law includes a definition of trafficking that is inconsistent with international law, as it treats force, fraud, and coercion as aggravating factors, rather than essential elements of most trafficking crimes. The government used Article 367B of the penal code to prosecute all cases in 2014. Despite evidence of force or coercion used by gangs to compel children to engage in illicit activities, authorities failed to investigate or prosecute any such crimes as human trafficking.

Data collection remained a challenge. The government almost exclusively investigated and prosecuted child sex trafficking crimes. In 2014, officials opened 53 investigations, but did not report how many, if any, involved labor trafficking. Authorities prosecuted and convicted seven sex traffickers, a decrease from at least 14 suspects prosecuted and 12 offenders convicted in 2013. Offenders convicted in 2014 received sentences ranging from eight to 63 years' imprisonment. Some officials, particularly judges, demonstrated a limited understanding of human trafficking, which impeded efforts to hold traffickers accountable. During the year, the government provided several trainings to police, prosecutors, and judges on investigating trafficking crimes, assisting victims, and ensuring their access to justice. Salvadoran officials provided training to Panamanian officials on strengthening anti-trafficking responses. Authorities cooperated on trafficking investigations with officials from INTERPOL, Guatemala, Honduras, Nicaragua, Mexico, and the United States.

There were media reports that several officials purchased commercial sex acts from trafficking victims. The government opened an investigation into the case, but closed it to public inquiry. Without additional transparency, the thoroughness of the investigation cannot be determined. The government reported investigating one suspected case of sex trafficking by a public official, but did not provide details. It did not report any developments in a 2012 case of three prison guards arrested for facilitating sex trafficking or a 2009 investigation of trafficking-related complicity by the former head of the prosecutorial anti-trafficking unit. Despite several reports and investigations initiated in previous reporting periods, in 2014, the government did not prosecute or convict any government employees complicit in human trafficking offenses.

PROTECTION

The government maintained efforts to assist female child sex trafficking victims, but services remained inadequate overall. Immigration officials continued efforts to identify possible trafficking victims in border regions; however, the government did not typically employ procedures to proactively identify trafficking victims among vulnerable populations, such as adults in prostitution or migrant workers. In 2014, the government reported identifying 87 victims compared with 84 victims identified in 2013. Those identified included 76 female victims and 11 male victims; 68 victims were children and nine were adults, while the ages of 10 were unknown. Three were victims of forced labor and 10 were non-Salvadoran, all from neighboring countries. The government did not provide statistics on the number of LGBT victims, if any, identified.

Victim referral to services remained uneven, and it was unclear how many victims received specialized services. For example, the government offered no specialized services or shelter to boys, adults, or LGBT victims, and NGOs and officials reported a particular need for shelter, rehabilitation, and mental health services for these populations. The government shelter for female

child sex trafficking victims offered psychological and medical care to an unknown number of victims in 2014; as of early 2015, the shelter housed 13 victims—the maximum it could accommodate. Residents of the shelter were required to recount their trafficking experience multiple times to various government entities, highlighting a lack of interagency coordination and leading to re-victimization. Repatriated Salvadoran victims could be referred to services and the police. Authorities made efforts to screen for trafficking indicators among the Salvadorans returned from abroad; however, returnees were often reluctant to communicate with officials about their experiences, and therefore, many victims may have remained unidentified.

Although it reported using procedures to protect victims' identities in court, the government did not provide further witness protection to guard against reprisal from traffickers. In 2014, three convictions included civil compensation awards ranging from $300 to $15,000; however, victims had to work through the civil courts to receive payment, and it is unknown if they received any compensation. Identified trafficking victims generally were not charged, jailed, or penalized for unlawful acts committed as a direct result of being subjected to human trafficking. However, due to the lack of a formal mechanism to screen vulnerable populations, some unidentified victims may have been punished for such crimes. Furthermore, civil society organizations reported the government treated as criminals children forced to engage in illicit activity by criminal groups—rather than providing them protection as trafficking victims. There were no formal policies for providing alternatives to removal for foreign trafficking victims who may face hardship or retribution in their home countries.

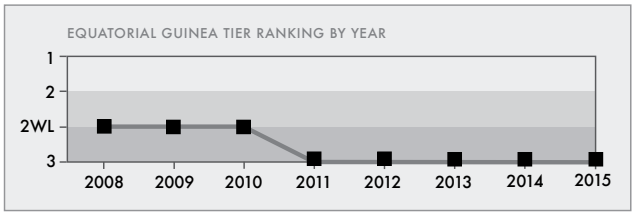
PREVENTION

The government maintained modest prevention efforts. The newly enacted law includes provisions to strengthen the anti-trafficking council and calls for the development of a national action plan. During the year, the council coordinated interagency efforts and continued to implement its existing national policy on trafficking, though government entities lacked adequate funding to fulfill their responsibilities and interagency cooperation remained weak. Government agencies used television, radio, and print media to warn the public against the dangers of trafficking, though these public messages typically focused only on the trafficking of women and girls. The government did not punish labor recruiters for illegal practices that contribute to trafficking or to enforce labor migration policies that could decrease migrants' vulnerability to exploitation abroad. With funding from a foreign donor, the government conducted training on the prevention of child sex tourism for businesses in the tourism sector. It did not report identifying, investigating, or prosecuting any cases of child sex tourism during the year. The government provided anti-trafficking training for its diplomatic personnel. Authorities did not report efforts to reduce the demand for commercial sex acts or forced labor.

EQUATORIAL GUINEA: Tier 3

Equatorial Guinea is a source country for children subjected to sex trafficking and a destination country for men, women, and children subjected to forced labor. The majority of trafficking victims are exploited in the cities of Malabo, Bata, Mongomo, and Oyala, where burgeoning construction and economic activity funded by oil wealth have contributed to increases in the demand for cheap labor and prostitution. Equatoguinean girls are exploited in the sex trade in these cities, and some parents may encourage their daughters to engage in prostitution, especially with foreigners, in exchange for groceries, gifts, housing, and money. Children from nearby countries—primarily Nigeria, Benin, Cameroon, Togo, and Gabon—may be forced to work as domestic servants, market laborers, ambulant vendors, and launders. Women from Cameroon, Benin, and other neighboring countries are recruited for work in Equatorial Guinea, but may be subsequently subjected to forced labor or forced prostitution. Significant populations of Chinese women migrate to Equatorial Guinea for work or to engage in prostitution, and may be subject to passport confiscation. Sub-contractor staff in the oil services and construction sectors, including both male and female migrants from other parts of Africa, Asia, and the Americas, may be vulnerable to forced labor, as they reportedly endure sub-standard working conditions and, in some instances, may be subject to passport confiscation. General corruption and complicity by government officials in trafficking-related offenses were common during the reporting period.

The Government of Equatorial Guinea does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. During the reporting period, the government did not make efforts to identify or protect trafficking victims, or prosecute traffickers, despite having a 2004 anti-trafficking law that prohibits all forms of trafficking and mandates provision of services to victims. The government continued to deport undocumented migrants without screening them to determine whether they were victims of trafficking or referring them to assistance services. The government failed to provide any training for government officials or undertake trafficking awareness campaigns, and its inter-ministerial anti-trafficking commission remained inactive. Given its substantial financial resources and its failure to demonstrate any significant improvement from the previous reporting period, the government remains Tier 3.



RECOMMENDATIONS FOR EQUATORIAL GUINEA:

Use the 2004 anti-trafficking law to prosecute and convict trafficking offenders and complicit officials; develop formal procedures to identify trafficking victims among child laborers, undocumented immigrants, and women and girls in prostitution; dedicate funding for the sheltering and protection of trafficking victims and develop a formal system to refer victims to such care; train social workers, law enforcement, and immigration officials in the use of trafficking victim identification and referral procedures; cease summary deportation of foreign men, women, and children without first screening them to determine if they are trafficking victims and, if appropriate, providing them with care and safe, voluntary repatriation; notify embassies when their nationals have been detained based on international law, agreements, and standards; revive and dedicate resources to the inter-ministerial anti-trafficking commission to facilitate its development and implementation of a

national action plan to combat trafficking in persons and research the extent and nature of the crime within the country; and launch a nationwide anti-trafficking public awareness campaign.

PROSECUTION

The government did not make anti-trafficking law enforcement efforts during the reporting period. The 2004 Law on the Smuggling of Migrants and Trafficking in Persons prohibits all forms of trafficking and prescribes penalties of 10 to 15 years' imprisonment, punishments which are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The government did not maintain law enforcement statistics and did not report any investigations, prosecutions, or convictions of any suspected trafficking offenders in 2014. The government did not provide anti-trafficking training to law enforcement officials. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses during the reporting period; however, general corruption and official complicity in trafficking-related offenses were common during the reporting period.

PROTECTION

The government did not make efforts to protect trafficking victims, failing to identify or refer any victims to protective services in 2014. Although the 2004 anti-trafficking law mandates the government provide legal assistance, psychological and medical care, lodging, food, access to education, training, and employment opportunities to trafficking victims, it provided no such services. Law enforcement authorities did not employ procedures to proactively identify trafficking victims or make efforts—in either a systematic or *ad hoc* way—to refer victims to organizations providing care. The absence of a proactive victim identification process, including procedures to screen deportees, impaired the government's ability to assist foreign trafficking victims and ensure they were not penalized for crimes committed as a direct result of being subjected to human trafficking. Rather, the government routinely detained foreign nationals, including potential trafficking victims, at police stations for periods of several days to several months, and seldom notified their embassies of their detention or deportation. In many of these cases, police and border officials solicited bribes from the detainees and deported those who did not pay. The overwhelming majority of those detained were young men, though children and women were also sometimes detained and deported. The government did not provide foreign trafficking victims legal alternatives to their removal to countries where they might face retribution or hardship.

PREVENTION

The government did not make efforts to prevent trafficking. It did not launch any anti-trafficking awareness campaigns for the general public, and the Inter-Ministerial Commission to Combat Trafficking in Persons remained inactive. The government did not implement any programs to address forced child labor or identify a single child labor victim, despite having approximately 13 labor inspectors dedicated to documenting labor infractions. It did not undertake any discernible measures to reduce the demand for commercial sex acts or forced labor during the year. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

ERITREA: Tier 3

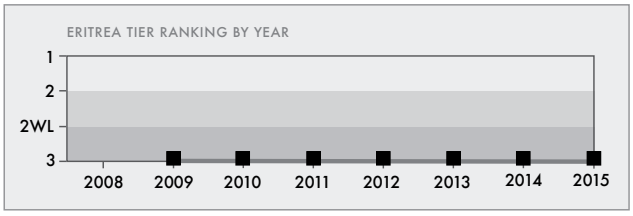
Eritrea is a source country for men, women, and children subjected to forced labor. To a lesser extent, Eritrean adults and children are subjected to sex and labor trafficking abroad. The government continues to be complicit in trafficking through the implementation of national policies and mandatory programs amounting to forced labor within the country; it has also increased citizens' vulnerability to trafficking abroad. Proclamation 82 of 1995 requires persons aged 18 to 40 years to perform compulsory active national service for a period of 18 months—six months of military training followed by 12 months of service in a government-run work unit, including the Eritrean Defense Forces. However, the 18-month timeframe is arbitrary and unenforced; many persons are not demobilized from government work units after their mandatory period of service and are forced to serve indefinitely under threats of detention, torture, or familial punishment. In 2012, the government instituted a compulsory citizen militia, requiring medically fit adults up to the age of 70 and not currently in the military to carry firearms and attend military training or participate in national development programs such as soil and water conservation projects. Working conditions are often harsh and sometimes involve physical abuse.

All 12th-grade students, including some younger than 18, are required to complete their final year of secondary education at the Sawa military and educational camp; those who refuse to attend cannot receive high school graduation certificates, attain higher education, or be offered some types of jobs. Though government policy bans persons younger than 18 from military conscription, it was undetermined whether all persons compelled to enter Sawa had reached 18 years of age. Reports indicate male and female recruits at Sawa are beaten, and female recruits sexually abused and raped. The Ministry of Education continued *Maetot*, a national service program in which secondary-school children are assigned to work in public works projects including in the agricultural sector during their summer holidays. Some Eritrean children are subjected to forced labor, including forced begging. Some Eritrean women and girls are subjected to sex trafficking within the country.

Thousands of Eritreans continue to flee the country monthly to escape forced labor or governmental persecution, as well as to seek better economic opportunities. The government's strict exit control procedures and limited issuance of passports and exit visas effectively oblige those who wish to travel abroad to do so clandestinely, increasing their vulnerability to trafficking. Children who attempt to leave Eritrea are sometimes detained or forced to undergo military training despite being younger than the minimum service age of 18. Some Eritrean women and girls travel to Saudi Arabia or other Gulf states for domestic work, but are subjected to sex trafficking upon arrival. Smaller numbers of Eritrean women and girls are subjected to sex trafficking in South Sudan, Sudan, and Israel; some Eritrean men are reportedly vulnerable to sex trafficking in Israel. International criminal groups kidnap vulnerable Eritreans living inside and near refugee camps, particularly in Sudan, and transport them to Egypt's Sinai Peninsula, and to a greater extent Libya, where they are subjected to human trafficking and related abuses, such as being forced to call family and friends abroad to pay ransom for release. Some migrants and refugees report being forced to work as cleaners or on construction sites during their captivity. Reports allege Eritrean diplomats, particularly those posted in Sudan, provide travel documents and legal services to Eritrean nationals in exchange

for bribes or inflated fees, potentially facilitating the trafficking of Eritrean nationals. Some Eritrean military and police officers are complicit in trafficking crimes along the border with Sudan.

The Government of Eritrea does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. It continued to subject its citizens to forced labor in compulsory national service, often for periods of indefinite duration, and its citizen militia. The government failed to investigate or prosecute any trafficking offenses and identify or protect any victims. It continued to arrest and detain unidentified victims for acts committed as a result of being subjected to trafficking or in the course of fleeing forced labor. Although the government continued to warn its citizens of the dangers of trafficking, authorities lacked understanding of the crime, conflating it with transnational migration.



RECOMMENDATIONS FOR ERITREA:

Develop, enact, and enforce an anti-trafficking statute that criminalizes all forms of trafficking, including sex trafficking and forced labor, differentiating between emigration, smuggling, and human trafficking; investigate allegations of conscripts being forced to perform duties beyond the scope of the national service program and prosecute and punish, as appropriate, those responsible; enforce existing limits on the length of national service to 18 months and cease the use of threats and physical punishment for non-compliance; ensure children under 18 sent to Sawa, the military school, do not participate in activities that amount to military service and are not forced to work; ensure victims are not punished for crimes committed as a result of being subjected to human trafficking or for fleeing government-sponsored forced labor; extend existing labor protections to persons performing national service and other mandatory citizen duties; with assistance from international organizations, provide training to all levels of government, including law enforcement officials and diplomats, on identifying and responding to trafficking crimes; in partnership with NGOs or religious entities, ensure the provision of short-term protective services to child trafficking victims; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government failed to investigate, prosecute, or convict trafficking offenders during the reporting year. Article 605 of the Eritrean Transitional Criminal Code prohibits trafficking in women and young persons for sexual exploitation, which is punishable by up to five years' imprisonment. These penalties are sufficiently stringent, but not commensurate with punishments prescribed for other serious crimes, such as rape. Article 565 prohibits enslavement and prescribes penalties of five to 20 years' imprisonment, which are sufficiently stringent. Labor Proclamation 118 of 2001 prohibits forced labor, though Article 3, sub-paragraph 17 of the 2001 Labor Proclamation specifically excludes national and military service or other civic obligations from the definition of forced labor. Existing labor protections were not applicable to persons engaged in compulsory national service. Although the government issued public statements on the arrest of an unknown number of traffickers, it failed to report the details of these cases and continued to conflate transnational migration and human trafficking crimes. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses, nor did it provide anti-trafficking training to law enforcement or military personnel.

PROTECTION

The government demonstrated negligible efforts to identify or provide protection to trafficking victims. Government media continued to publicize official efforts to repatriate Eritrean females subjected to sex trafficking or domestic servitude abroad; however, it is unknown if these repatriations were voluntary. The government did not report providing assistance to these or any other victims. It failed to develop procedures to identify trafficking victims among vulnerable groups, including deported Eritreans or persons forcibly removed by Eritrean security forces from neighboring countries. Eritreans fleeing the country and those deported from abroad–including trafficking victims–were vulnerable to being arrested, detained, abused, forced to pay fines, recalled into national service, or shot by military forces. The government did not provide foreign victims with legal alternatives for their removal to countries where they faced retribution or hardship.

PREVENTION

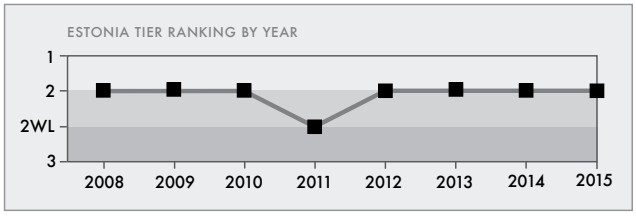
The government sustained minimal efforts to prevent trafficking. Its efforts to prevent this crime were difficult to evaluate, as it conflated transnational migration and human trafficking. The government engaged citizens on the dangers of trafficking through awareness-raising events and poster campaigns through the Women's Association, Youth Association, and Workers' Federation. While the Proclamation of National Service 11/199 prohibits the recruitment of children younger than 18 years of age into the armed forces and applies sufficiently stringent penalties for this crime, children under 18 allegedly continued to be sent to Sawa for completion of their final year of education. Furthermore, the government did not have procedures for verifying the age of new recruits into governmental armed forces and was not transparent about efforts to ensure that children did not participate in compulsory activities amounting to military service or other forms of forced labor. Though the Ministry of Labor was responsible for investigating labor abuses, the government did not report information on its efforts to punish unscrupulous labor brokers or recruiters. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government did not report efforts to reduce the demand for commercial sex acts or forced labor. Eritrea is not a party to the 2000 UN TIP Protocol.

ESTONIA: Tier 2

Estonia is a source, transit, and destination country for women and girls subjected to sex trafficking and for men, women, and children subjected to forced labor. Estonian women and girls are subjected to sex trafficking within Estonia and in other European countries. Men and women from Estonia are subjected to conditions of forced labor within Estonia, elsewhere in Europe, and in Australia, particularly in the construction, cleaning, and social

welfare sectors, as well as in seasonal jobs. Estonian children are exploited to commit crimes, such as theft; in some cases, they may be trafficking victims. Men from Ukraine and Poland are subjected to labor exploitation within Estonia, particularly in the construction sector. Vietnamese nationals subjected to forced labor transit Estonia *en route* to other EU countries.

The Government of Estonia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Estonian authorities secured more convictions under the country's 2012 anti-trafficking law and sentenced two traffickers to prison, though an additional two traffickers were released on probation. Law enforcement launched the first investigation into labor trafficking, but the overall number of trafficking prosecutions continued to decline. Authorities continued to require a police report be filed for presumed victims to receive government-funded assistance; this requirement resulted in a very low level of victim identification.



RECOMMENDATIONS FOR ESTONIA:

Increase efforts to investigate, prosecute, and convict trafficking offenders under Article 133 of the penal code; amend the Victim Support Act to remove barriers to victim identification; increase training for judges to ensure the judiciary understands the severity of the crime when issuing sentences; encourage police and the labor inspectorate to investigate labor trafficking, including labor recruiters engaging in fraudulent practices; increase government efforts to identify victims proactively, including the screening of individuals in prostitution and migrant workers in Estonia; encourage more victims to assist prosecutions by facilitating access to legal counsel; provide specialized training to police, inspectors, and prosecutors; and inform victims of the option to pursue court-ordered compensation from their traffickers.

PROSECUTION

The government improved law enforcement efforts. Estonia prohibits all forms of both sex and labor trafficking through Articles 133 and 175 of the penal code, which prescribe a maximum penalty of up to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Estonian authorities launched 20 new investigations in 2014, compared with 26 in 2013. Investigators registered the first ever criminal case of labor exploitation occurring within Estonia in 2014; the investigation was ongoing at the close of the reporting period. The government initiated one prosecution in 2014, a decrease from six in 2013 and 12 in 2012. Estonian courts convicted four traffickers under Article 133 in 2014, an increase from two convictions in 2013. Two traffickers convicted in 2014 were sentenced to prison terms of four years, representing an improvement from weak sentences for convicted traffickers in 2013; however, authorities also sentenced two convicted traffickers to probation without prison terms. The government provided four training sessions for police, border guard, and labor inspection officials to facilitate cooperation on forced labor cases. Authorities did not offer training to the judiciary. Estonian authorities cooperated in one transnational investigation. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government demonstrated weakened protection efforts. Since April 2013, a police report must be filed for presumed victims of trafficking to be eligible to receive government-funded services. The police thereafter have 10 days to meet with the prosecutor's office; if authorities decide not to pursue a criminal case, the government ceases funding the victims' care. In 2014, four Estonian victims, two of whom were newly identified during the year, received government assistance. The government identified no foreign victims in 2014. NGOs assisted an additional 20 sex trafficking victims and 43 labor exploitation victims who were not officially recognized by the government. Sex trafficking victims could receive non-specialized services for individuals in prostitution without going to the police; a government-funded NGO assisted 280 women involved in prostitution in 2014, 20 of whom showed indicators of trafficking.

In 2014, the social security board disbursed 20,421 euro ($23,200) to fund assistance provided to the four officially identified trafficking victims. In addition, the Ministry of Social Affairs provided 99,580 euro ($125,800) to an NGO providing services to women in prostitution, which included 20 women who showed indicators of sex trafficking victims in 2014. There were no specialized shelters for children, though child victims could reportedly stay at women's domestic violence shelters or be placed in foster care. Adult male victims had access to accommodation, legal counseling, and other services. For at least the sixth straight year, no victims assisted in the investigation or prosecution of traffickers. Although foreign victims were eligible to apply for temporary residency for the duration of criminal investigations and legal proceedings in which they participated, no trafficking victim has ever applied for a permit since it became available in 2007. Estonia's witness protection law allows trafficking victims to provide their testimony anonymously, but this has never been applied in a trafficking case. An Estonian court ordered a restitution payment of 150,000 euro ($159,300) to a trafficking victim. Observers noted obtaining legal counsel for victims was overly bureaucratic, and the lawyers were not sensitive to the needs of trafficking victims.

PREVENTION

The government made progress in prevention efforts. The anti-trafficking working group, with 35 government agencies and NGOs, continued to meet regularly and published an annual public report of its activities. The government provided an NGO with 53,601 euro ($60,900) to operate an anti-trafficking hotline; the hotline received 497 calls from individuals vulnerable to trafficking during the reporting period. Authorities ran awareness campaigns targeting schoolchildren and prospective migrant workers. The government had a 2010-2014 national action plan for reducing violence, which included trafficking as one of its four objectives; the government approved a plan for 2015-2020 in February 2015. The government commissioned a survey of Estonians' awareness of trafficking and used the findings to inform the development of the new action plan and outreach activities. Estonia acceded to the Council of Europe's Convention on Action against Trafficking

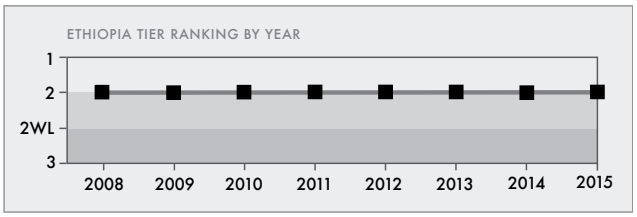
in Human Beings in February 2015, which enabled the Council's monitoring group to conduct a future country evaluation. The government provided anti-trafficking training or guidance for its diplomatic personnel. The government reported specific measures to reduce the demand for commercial sex acts and forced labor, including educating employers on the rights of migrant workers.

ETHIOPIA: Tier 2

Ethiopia is a source and, to a lesser extent, destination and transit country for men, women, and children subjected to forced labor and sex trafficking. Girls from Ethiopia's rural areas are exploited in domestic servitude and prostitution within the country, while boys are subjected to forced labor in traditional weaving, herding, guarding, and street vending. The central market in Addis Ababa is home to one of the largest collection of brothels in Africa, with girls as young as 8 years old in prostitution in these establishments. Ethiopian girls are forced into domestic servitude and prostitution in neighboring African countries and in the Middle East. Ethiopian boys are subjected to forced labor in Djibouti as shop assistants, errand boys, domestic workers, thieves, and street beggars. Young people from Ethiopia's vast rural areas are aggressively recruited with promises of a better life and are likely targeted because of the demand for cheap labor in the Middle East.

Officials reported up to 1,500 Ethiopians departed daily as part of the legal migration process. Many young Ethiopians transit through Djibouti, Egypt, Somalia, Sudan, or Kenya as they emigrate seeking work in the Middle East; some become stranded and exploited in these transit countries and are subjected to detention, extortion, and severe abuses *en route* to their final destinations. Increasing numbers of reports describe Ethiopians transported along southern routes towards South Africa, as well as large numbers of Ethiopians who have died in boat accidents crossing the Red Sea to Yemen, many of whom are attempting irregular migration and are vulnerable to trafficking in these onward destinations. Many Ethiopian women working in domestic service in the Middle East face severe abuses, including physical and sexual assault, denial of salary, sleep deprivation, withholding of passports, confinement, and even murder. Ethiopian women sometimes are subjected to sex trafficking after migrating for labor purposes or after fleeing abusive employers in the Middle East. Low-skilled Ethiopian men and boys migrate to Saudi Arabia, the Gulf states, and other African nations, where some are subjected to forced labor. Reports suggest district level officials accepted bribes to change the ages on district-issued identification cards, enabling children to receive passports without parental consent, which causes minors to leave the country for illegal work. The Ethiopian government's October 2013 temporary ban on overseas labor recruitment currently remains in effect. Over 400 employment agencies were licensed to recruit for work abroad; however, government officials acknowledged many agencies are involved in both legal and illegal recruitment, leading to the government's temporary ban on labor export. Following the ban, irregular labor migration to the Gulf has reportedly increased. Between November 2013 and March 2014, the Saudi Arabian government deported more than 170,000 Ethiopians lacking proper visas or employment papers; international organizations and Ethiopian officials believe thousands were likely trafficking victims. Eritreans transiting Ethiopia-based refugee camps, some of whom voluntarily migrate out of the camps and others who are lured or abducted from the camps, face situations of human trafficking in Sudan and Egypt's Sinai Peninsula.

The Government of Ethiopia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to facilitate the reintegration of thousands of Ethiopians deported from Saudi Arabia and coordinated with NGOs and international organizations to provide employment. Considering the long-term impact of deportation and the desire of many Ethiopians to seek employment overseas, the government increased its efforts to prevent and raise awareness on trafficking and trafficking-related crimes at a grassroots level through its community conversations project. It also began an analysis of the socio-economic needs of Ethiopian deportees and development of income generation plans to support reintegration. During the reporting period, the government publicly pledged to lift the ban on overseas employment and continued to revise the relevant employment proclamation to ensure improved oversight of recruitment agencies and better protection of its citizens working abroad; however, these protections have yet to be applied and the temporary ban remained in place. The government relied solely on NGOs to provide direct assistance to both internal and transnational trafficking victims and did not provide financial or in-kind support to such organizations. There was a slight decrease in law enforcement efforts; the government did not report the number of victims it identified in 2014 and lacked a formal system to collect and share data on cases and victims. The government also did not effectively address child prostitution and other forms of internal trafficking through law enforcement, protection, or prevention efforts.



RECOMMENDATIONS FOR ETHIOPIA:

Complete amendments to the employment exchange proclamation to ensure penalization of illegal recruitment and improved oversight of overseas recruitment agencies; institute regular trafficking awareness training for labor officials who validate employment contracts or regulate employment agencies; strengthen criminal code penalties for sex trafficking and amend criminal code Articles 597 and 635 to include a clear definition of human trafficking that includes the trafficking of male victims and enhanced penalties commensurate with other serious crimes; improve the investigative capacity of police throughout the country to allow for more prosecutions of internal child trafficking offenses; increase the use of Articles 596, 597, and 635 to prosecute cases of labor and sex trafficking, including of complicit officials; partner with local NGOs to increase the level of services available to trafficking victims, including allocating funding to enable the continuous operation of either a government or NGO-run shelter; improve screening procedures in the distribution of national identification cards and passports to ensure children are not fraudulently acquiring these; allocate appropriate funding for the deployment of labor attachés to overseas diplomatic missions and institute regular trafficking awareness training for labor officials who validate employment contracts or regulate employment agencies to ensure the protection of Ethiopians seeking work or employed overseas;

and incorporate information on human trafficking and labor rights in Middle Eastern and other countries into pre-departure training provided to migrant workers.

PROSECUTION

The government maintained its anti-trafficking law enforcement efforts, but continued to focus wholly on transnational labor trafficking, with little evidence of investigation or prosecution of sex trafficking or internal labor trafficking cases. Ethiopia prohibits sex and labor trafficking through criminal code Articles 596 (Enslavement), 597 (Trafficking in Women and Children), 635 (Traffic in Women and Minors), and 636 (Aggravation to the Crime). Article 635, which prohibits sex trafficking, prescribes punishments not exceeding five years' imprisonment, which are sufficiently stringent, though not commensurate with, penalties prescribed for other serious crimes, such as rape. Articles 596 and 597 outlaw slavery and labor trafficking and prescribe punishments of five to 20 years' imprisonment, which are sufficiently stringent. Articles 597 and 635 lack a clear definition of human trafficking and do not criminalize trafficking against adult male victims. The government does not provide detailed case information on the articles used to prosecute suspected traffickers; however, a local NGO reported the conviction of nine individuals under Article 597 within the reporting period. In general, Articles 598 (Unlawful Sending of Ethiopians to Work Abroad) and 571 (Endangering the Life of Another) are regularly used to prosecute cases of transnational labor trafficking. The absence of a clear legal definition of human trafficking impeded the government's ability to investigate and prosecute trafficking cases effectively. Officials continued drafting amendments to the Employment Exchange Services Proclamation No. 632/2009, which governs the work of licensed labor recruitment agencies.

During the reporting period, the Ethiopian Federal Police's (EFP) Human Trafficking and Narcotics Section investigated 99 suspected trafficking cases, compared with 135 cases in 2013. The federal government reported prosecuting 93 cases involving 118 defendants; of these, the Federal High Court convicted 46 individuals, compared with 106 traffickers convicted in the previous reporting period. Officials indicated 58 cases remained ongoing in court. The government did not provide consistent details regarding average sentencing; sporadic NGO reports indicated some sentences ranged from two to 11 years' imprisonment. Courts in the Southern Nations, Nationalities, and Peoples Region (SNNPR) reportedly investigated 468 alleged child trafficking cases at the district level; however, no information was reported on the number of prosecutions or convictions or the details of these cases. In March 2015, the government began an investigation of two Ethiopian smugglers suspected of moving 38,000 Ethiopians to South Africa and the Middle East for unknown purposes, potentially including trafficking victims.

In 2014, the government did not initiate any sex trafficking prosecutions, including for children subjected to prostitution. It also did not demonstrate adequate efforts to investigate and prosecute internal trafficking crimes or support and empower regional authorities to effectively do so. Regional law enforcement entities were trained to identify trafficking victims; however, they continued to lack capacity to properly investigate and document cases, as well as to collect and organize relevant data. During the year, government officials partnered with international organizations to train police and other officials; including 456 police officers, 115 labor inspectors, and 139 judges who received training on child labor issues, identification, investigation, and reporting of human trafficking. The government did not report any investigations, prosecutions, or convictions of public officials allegedly complicit in human trafficking offenses; however, corruption and official complicity in trafficking crimes remained a significant concern, inhibiting law enforcement action during the year. Reports suggest district-level officials accepted bribes to change the ages on district-issued identification cards, enabling children to receive passports without parental consent; passport issuance authorities did not question the validity of such identification documents or the ages of applicants.

PROTECTION

The government did not provide adequate assistance to trafficking victims, relying almost exclusively on international organizations and NGOs to provide services to victims without providing funding to these organizations. The government continued its assistance reintegrating over 170,000 Ethiopian returnees resulting from the Saudi Arabian government's closure of its border and massive deportation of migrant workers beginning in late 2013. The anti-trafficking taskforce partnered with international organizations to produce a detailed analysis of the socio-economic status and needs of Ethiopian returnees and began the development of income generation plans to reintegrate deportees; it is unclear when these plans will be implemented. Eighty-one percent of returnees cited local government as their main source of support, including job creation and psychological care; however, many returnees also reported disappointment in their inability to obtain expected microcredit or arable land, due to the government's low capacity and budget in this area.

The government did not report the number of victims it identified and assisted during the year. It remained without standard procedures for front-line responders to guide their identification of trafficking victims and their referral to care. Most victim assistance focused on temporary services to migrants at border crossings including food and water, medical assistance, temporary accommodation and transportation back to their home village; the government continued to jointly operate an emergency response center in the Afar Region with international organizations. One organization in Addis Ababa provided psychological and reintegration assistance to over 400 returnees from Saudi Arabia, while another NGO reported assistance to at least 85 child trafficking victims; however, these organizations did not receive government support for their efforts. Various district-level women and youth departments supported child trafficking victims by providing psycho-social support and placing them in temporary child-safe homes until their families were located. Many NGO-run facilities depended solely on project-based funding for continued operation, which resulted in unpredictable availability of care. At times, the government created additional challenges for these organizations as a result of its 2009 Charities and Societies Proclamation, which prohibits organizations receiving more than 10 percent of their funding from foreign sources from engaging in activities that promote human rights. These restrictions had a negative impact on the ability of some NGOs to adequately provide a full range of protective services, including assistance to victims in filing cases against their traffickers with authorities and conducting family tracing.

The government operated child protection units in the 10 sub-cities of Addis Ababa and six major cities; staff were trained in assisting the needs of vulnerable children, including potential trafficking

victims. While officials reportedly encouraged victims to assist in the investigation and prosecution of their traffickers, there were no protective mechanisms in place to support their active role in these processes. Ethiopian law does not prevent the deportation of foreign victims to countries where they might face hardship or retribution. There were no reports of trafficking victims being detained, jailed, or prosecuted in 2014. Limited consular services provided to Ethiopian workers abroad continued to be a weakness in government efforts. The current Employment Exchange Services Proclamation requires licensed employment agencies to place funds in escrow to provide assistance in the event a worker's contract is broken; however, the Ministry of Foreign Affairs has never used these deposits to pay for victims' transportation back to Ethiopia.

PREVENTION

The government demonstrated progress in its efforts to prevent human trafficking, particularly through increased organization of both regional and national awareness raising campaigns coordinated by the national taskforce. In addition to the national anti-trafficking taskforce, with officials from federal ministries and agencies, each region has its own technical working group that is scheduled to meet quarterly. In 2014, the national trafficking taskforce collaborated with international organizations to launch a community conversations trafficking awareness program, conducted in over 325 neighborhoods with the participation of 25 to 40 residents in each neighborhood session, including local and district officials. The national trafficking taskforce also conducted two monitoring trips to the four primary regions of the country where the majority of trafficking victims have originated. Nationally owned media companies supported local NGOs in airing a court-based drama series, which portrayed child labor in the agricultural sector. The government, in partnerships with NGOs, distributed 42,000 leaflets outlining causes and consequences of child labor, as well as 6,500 manuals portraying personal stories of victims of child labor. The government participated in the production and broadcast of both a documentary and weekly radio program addressing the causes and consequences of child labor and human trafficking.

Officials continued to acknowledge licensed employment agencies were involved in facilitating both legal and illegal labor migration and, as a result, continued the ban on the legal emigration of low-skilled laborers initiated in 2013. The ban is set to remain in place until draft amendments to the employment exchange proclamation are enacted to allow for greater oversight of private employment agencies, to mandate the placement of labor attachés in Ethiopian embassies, and to establish an independent agency to identify and train migrant workers. The government monitored the activities of labor recruitment agencies by conducting both scheduled and random inspections; the government suspended 10 licenses of recruitment agencies for noncompliance during the reporting period. Due to a lack of employment opportunities within the country and a cultural dependence on overseas remittances, officials acknowledged the ban on overseas migrant labor may encourage illegal migration; as a result, the EFP mobilized resources to monitor Ethiopia's borders. The government completed bilateral labor migration agreements with Djibouti, Sudan, Jordan, Kuwait, Yemen and Qatar and is negotiating new agreements with Saudi Arabia, Lebanon, South Sudan, and the United Arab Emirates. Agreements with neighboring African countries aim to provide joint border management to include repatriation assistance for trafficking victims; however, workers' rights are not explicitly addressed. Agreements with destination countries predominantly in the Middle East require governments to commit to ethical recruitment, legal remedies against those who violate the law, and equal protection of Ethiopian workers, to include equal wages for equal work, reasonable working hours, and leave time.

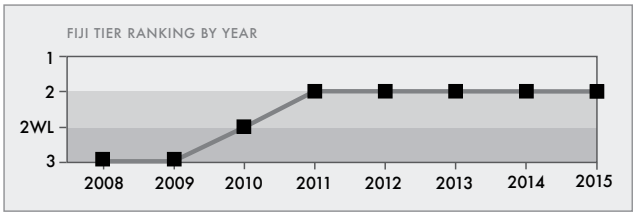
The government continued its efforts to implement a 2012 law requiring registration of all births nationwide; however, the lack of a uniform national identification card continued to impede implementation of the law and allowed for the continued issuance of district-level identification cards subject to fraud. The government did not make any efforts to reduce the demand for commercial sex or forced labor during the reporting period. The government provided anti-trafficking training or guidance for its diplomatic personnel as an element of their basic diplomatic training. Ethiopian troops were provided with anti-trafficking training prior to their deployment abroad on international peacekeeping missions, though such training was conducted by a foreign donor.

FIJI: Tier 2

Fiji is a source country for women and children subjected to sex trafficking and forced labor and a transit and destination country for Asian men and women subjected to forced labor and forced prostitution. Fijian women and children are subjected to trafficking abroad or in cities for sexual exploitation or as domestic workers. Women from China, Thailand, Malaysia, and other East Asian countries are deceptively recruited in their home countries or while visiting Fiji, sometimes by Chinese criminal organizations. These women reportedly are exploited in illegal brothels (posing as massage parlors and spas), local hotels, private homes, small and informal farms and factories, and other rural and urban locations. Fiji's liberal visa requirements—which allow nationals of 132 nations to enter the country without acquiring a visa—coupled with Fiji's role as a regional transportation hub, may contribute to Fiji being a transit area for human trafficking. Workers from Cambodia, the Philippines, Burma, Indonesia, North Korea, China, Singapore, and other Asian countries are deceptively recruited in their home countries and transit through Fiji or board fishing vessels from Fijian ports and waters. They live in poor living conditions, accrue debt larger than promised wages, and work for little or no compensation on foreign fishing vessels, mainly Chinese and Taiwanese, in Pacific waters.

Family members, taxi drivers, foreign tourists, businessmen, and crew on foreign fishing vessels have been alleged to participate in the prostitution of Fijian children. Some Fijian children are at risk of human trafficking as families follow a traditional practice of sending them to live with relatives or families in larger cities; these children may be subjected to domestic servitude or coerced to engage in sexual activity in exchange for food, clothing, shelter, or school fees. Fijian children may also be subjected to forced labor in agriculture, begging, and industrial sectors.

The Government of Fiji does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the Fijian government convicted two men in the country's first domestic trafficking case. Authorities, however, continually failed to implement formal procedures to proactively identify victims of trafficking among vulnerable populations; some potential victims may have been deported as law violators.



RECOMMENDATIONS FOR FIJI:

Continue efforts to investigate and prosecute trafficking offenses and convict and punish traffickers; institute additional trainings for law enforcement and immigration officers on victim identification and protection; develop and strengthen formal procedures to proactively identify trafficking victims, especially among vulnerable groups, such as foreign migrant workers on fishing vessels, those allegedly involved in prostitution, and children exploited by local citizens; enhance efforts to provide access to legal, medical, and psychological assistance to victims; make efforts to allow identified trafficking victims to work and earn income while assisting with investigations; disseminate more anti-trafficking awareness campaigns directed at individuals purchasing commercial sex; and accede to the 2000 UN Protocol.

PROSECUTION

The government decreased anti-trafficking law enforcement efforts. The 2009 Crimes Decree includes provisions that prohibit all forms of trafficking. The prescribed penalties of up to 25 years' imprisonment, and possible fines of up to 100,000 Fijian dollars ($49,100), are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The police anti-trafficking unit investigated two cases, a decline from seven investigations in 2013. The government prosecuted and convicted two traffickers in a 2012 case involving three child victims of domestic sex trafficking. The traffickers were sentenced to 16 and 12 years' imprisonment. Despite Fiji's first two domestic sex trafficking convictions, the government investigated fewer cases and did not initiate any prosecutions. The government continued to fund the Police Human Trafficking Unit's training workshops. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses.

PROTECTION

The government decreased efforts to identify and protect trafficking victims. The police anti-trafficking unit did not report identifying any victims, a decline from three in 2013 and six in 2012, continuing a decreasing trend in victim identification. Immigration officials and police reported using guidelines to identify potential trafficking victims, including at the border; however, authorities did not proactively identify victims of trafficking among other vulnerable populations, such as women and girls in prostitution, foreign workers in spas, and crew members who transit through Fiji onboard vessels in Fiji ports. Instead, some potential trafficking victims may have been deported as law violators. The government continued to deport foreign women in prostitution without screening them for vulnerability to trafficking.

The government continued to rely on NGOs and international organizations to supply long-term care facilities and specialized services for trafficking victims; the government did not allocate or provide funding to shelters for trafficking victims in 2014. Trafficking victims were eligible to apply for government legal aid and receive basic medical care, but no victims applied for this provision during the reporting period. The government made available accommodations, medical care, interpreters, allowances for basic necessities, 24-hour police security, and temporary visas to foreign victims of trafficking; no trafficking victim reported benefitting from these provisions. The government did not offer permanent residency status for foreign victims, including those who participated in criminal trials. Victims had the right to file for civil remedies, but no victims applied for these measures.

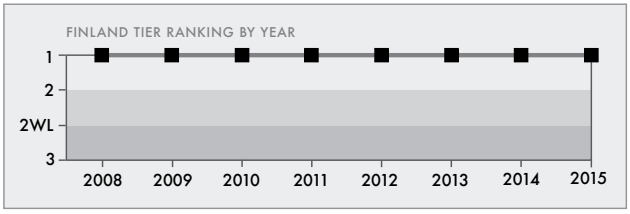
PREVENTION

The government sustained efforts to prevent trafficking. The police anti-trafficking unit continued a poster campaign to raise public awareness of trafficking and published press releases and advertisements in Mandarin, Hindi, and Thai to publicize available government assistance for potential victims. The government did not make efforts to reduce the demand for commercial sex acts, forced labor, or child sex tourism. The government provided anti-trafficking training as a component of human rights training given to Fijian military personnel prior to their deployment abroad on international peacekeeping missions. The government provided anti-trafficking training for its diplomatic personnel. Fiji is not a party to the 2000 UN TIP Protocol.

FINLAND: Tier 1

Finland is a transit, destination, and limited source country for women and girls subjected to sex trafficking and for men and women subjected to forced labor. Forced labor victims come from a variety of countries in Eastern Europe and Asia and are exploited in the construction, restaurant, agriculture, metal, and transport industries, and as cleaners, gardeners, and domestic servants. Female sex trafficking victims originate in the Czech Republic, Estonia, Latvia, Lithuania, Nigeria, Poland, Romania, Russia, Southeast Asia, and other parts of West Africa. Finnish women and girls are vulnerable to sex trafficking.

The Government of Finland fully complies with the minimum standards for the elimination of trafficking. During the reporting period, the government amended the penal code to clarify the difference between procuring commercial sex and committing trafficking offenses, as law enforcement tended to treat sex trafficking cases as procurement, which lead to lesser penalties for convicted traffickers and sex trafficking victims being treated as witnesses rather than victimized individuals. The government appointed the first national coordinator, and the independent rapporteur continued exemplary reporting. A nationwide reorganization of police offices and personnel assignments resulted in fewer trafficking cases reaching prosecution. Finnish courts continued to issue weak sentences for convicted traffickers.



RECOMMENDATIONS FOR FINLAND:

Vigorously investigate and prosecute sex and labor trafficking cases using the trafficking statute; provide sufficient resources for law enforcement action against trafficking; train and encourage officials to proactively identify potential sex and labor trafficking victims and refer them to services to which they are entitled under Finnish law; offer all victims appropriate housing and specialized care; train investigators, police, border officials, prosecutors, labor inspectors, and judges on applying the trafficking law and respecting the rights of victims; issue proportionate and dissuasive sentences to convicted traffickers; encourage greater victim participation in the criminal process; and develop an updated national strategy against trafficking.

PROSECUTION

The government demonstrated mixed progress in law enforcement efforts. Law 1889-39 of the Finnish penal code prohibits all forms of trafficking and prescribes sentences of up to 10 years' imprisonment—penalties that are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. During the reporting period, the government amended the penal code to clarify the differences between trafficking and procuring offenses. The government reported initiating investigations of 15 sex cases and five labor trafficking cases, compared with 12 sex trafficking and 15 labor trafficking investigations in 2013. Authorities initiated the prosecutions of three suspected traffickers in 2014, compared with 19 in 2013. Finnish courts convicted two traffickers in 2014 and issued sentences of six and 18 months' imprisonment; in 2013, courts convicted two traffickers. Authorities provided training to 160 law enforcement officials, prosecutors, elected and staff members of parliament, and NGO representatives in September 2014. The government designated police officers in each of the 11 regions to serve as local resources and trainers for other officers; the designated officers met twice annually to share best practices. The government designated five prosecutors from different regions in the country to handle trafficking cases. Authorities reported reductions in the number of police officers and changes in officers' duties hampered trafficking investigations. The national rapporteur found law enforcement investigated and prosecuted sex trafficking crimes under the more lenient pimping law. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government sustained protection efforts. The government provided both direct care and funding for third-party care through an asylum reception center that offered shelter, psychological assistance, medical care, and legal consultation to identified victims. The staff of the reception center was also empowered to identify and authorize care for trafficking victims, even when law enforcement authorities did not identify a person as a trafficking victim. However, the available shelter housed a mixed population, which posed risks for the re-victimization of some trafficking victims, particularly victims of sex trafficking. The reception center maintained a hotline and a website in multiple languages exclusively for trafficking victims. Its 2014 budget was 830,000 euro ($1,010,000) for the care of trafficking victims and operating expenses, compared to 870,000 euro ($1,058,000) in 2013. Law enforcement referred 16 victims in 2014, compared with 56 in 2013. In total, 50 potential trafficking victims requested assistance in 2014, compared with 128 in 2013, during which there was one group referral of 50 persons. Unlike previous years, the asylum center assisted more victims of sexual exploitation than victims of labor exploitation. The national rapporteur reported Finnish authorities' efforts to identify sex trafficking victims were insufficient, particularly among Nigerian women exploited in prostitution. The rapporteur also noted victims of sex trafficking were often categorized as witnesses to procuring offenses and thus not categorically treated as victims of a crime and referred to the center providing services to trafficking victims. An NGO receiving some public funding assisted an additional 11 potential trafficking victims.

In 2014, 53 victims assisted law enforcement in pre-trial investigations, 19 of whom participated in the prosecutions of alleged traffickers; 12 victims assisted in 2013. Two appellate courts upheld compensation payments to victims in amounts ranging from 5,000 to 30,000 euro ($6,080 to $36,500) per victim. Finnish law allows foreign victims a six-month reflection period during which time they can receive immediate care and assistance while considering whether to assist law enforcement. Authorities estimated they provided less than ten victims with a reflection period in 2014 compared with 12 in 2013. The government offered residence permits to 12 victims in 2014 compared to 12 in 2013. Authorities provided 11 individuals considered to be vulnerable to trafficking with temporary residency permits. There were no reports the government penalized trafficking victims for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

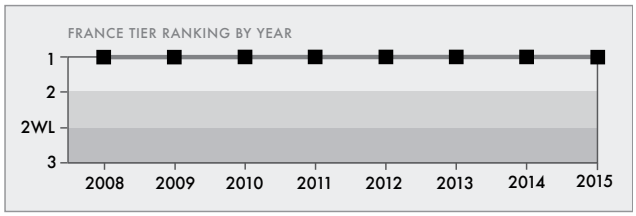
The government made progress in prevention activities. The government appointed a national coordinator to lead development of a comprehensive strategy. The independent rapporteur continued her analysis of the government's anti-trafficking efforts and advocated for specific changes through a public report. The rapporteur found the government did not take adequate preventative measures or evaluate past activities' effectiveness. In response to the vulnerability facing berry pickers, who were not covered under worker protection laws, the government asked berry industry companies to charge lesser recruitment fees and ensure workers receive a daily minimum wage of 30 euro ($34). The government launched an awareness campaign on child sex tourism in January 2015. The government also made efforts to reduce demand for commercial sex acts in Finland. The government provided anti-trafficking training to Finnish forces prior to their deployment abroad on international peacekeeping missions. The government provided anti-trafficking training or guidance for its diplomatic personnel.

FRANCE: Tier 1

France is a destination, transit, and a limited source country for men, women, and children subjected to forced labor and sex trafficking. Foreign victims from Eastern Europe, West Africa, and Asia, as well as North Africa and South America, are subjected to sex trafficking and forced labor. Sex trafficking networks controlled by Bulgarians, Nigerians, Romanians, Chinese, and French citizens force women into prostitution through debt bondage, physical force, and psychological coercion, including the invocation of voodoo. The number of children subjected to prostitution, including students and foreigners, has increased in recent years. Reports

indicate children, primarily from Romania, West Africa, and North Africa, are victims of sex trafficking in France. The Government of France estimates the majority of the 20,000 people in France's commercial sex trade, about 90 percent of whom are foreign, are likely trafficking victims. Source countries include Romania, Nigeria, China, Brazil, and Bulgaria. Online-advertised prostitution organized by Russians and Bulgarians has increased along with classified ads posted by organized networks controlled by Romanians, Bulgarians, Nigerians, and Brazilians; trafficking victims are likely involved in activities described in these ads. Women and children from Suriname are victims of sex trafficking in French Guyana. Roma and unaccompanied minors in France are vulnerable to forced begging and forced theft. Women and children are subjected to domestic servitude, mostly in cases in which families exploit relatives brought from Africa to work in their households. Trafficking networks have expanded to operate in large towns outside of Paris, including Lille and Nice. In 2014, the French government launched an investigation into allegations that approximately 14 French soldiers stationed in the Central African Republic forced boy refugees to perform sex acts for money and food.

The Government of France fully complies with the minimum standards for the elimination of trafficking. The government adopted a national anti-trafficking action plan for 2014-2016, which outlines prosecution, protection, and prevention activities and a fund to protect and assist trafficking victims. The government significantly increased the number of convictions obtained under the trafficking statute 225-4-2. Robust cooperation with law enforcement in EU and source countries continued, and its success was demonstrated by the prosecution of many members of sex trafficking and forced begging networks. The government continued to protect and provide assistance to a large number of victims and partner with destination countries to address child sex tourism by French nationals. However, the government's efforts to combat labor trafficking were weaker than those undertaken for sex trafficking, and the implementation of victim protection policies remained inconsistent among regions and municipalities.



RECOMMENDATIONS FOR FRANCE:

Implement the national action plan and establish a national rapporteur as stated in the plan; amplify training on and enforcement of labor trafficking laws; strengthen victim protection for child victims of forced begging and theft; improve victims' access to restitution; continue to increase investigations, prosecutions, and convictions under the trafficking statute, ensuring convicted offenders are sentenced to jail terms; standardize residence permit issuance policies and consider waiving permit fees for trafficking victims; screen women and children arrested for soliciting or theft for trafficking indicators; provide care for all victims regardless of cooperation with law enforcement; and continue to enhance the collection of law enforcement and victim assistance data.

PROSECUTION

The government improved anti-trafficking law enforcement efforts. France prohibits all forms of trafficking in persons through Article 225-4 of its penal code, which prescribes maximum penalties of between seven years' and life imprisonment for trafficking offenses. These penalties are sufficiently stringent and commensurate with those prescribed for other serious offenses, such as rape. In 2014, French authorities conducted 204 criminal investigations for sex trafficking, of which 106 involved aggravated pimping including 17 children. In 2013, the most recent year for which data is available for convictions, French authorities obtained convictions for 127 offenders under Article 225-4-2, a significant increase compared to 17 in 2012. The government also obtained convictions for 23 offenders for the prostitution of children in 2013, compared with 19 in 2012. In addition, the government obtained convictions of eight offenders for forced begging, compared with 19 in 2012. Some trafficking cases may be reflected in the 719 convictions under the aggravated anti-pimping statute; a majority of the original arrests in those cases were for trafficking-specific offenses. The government improved data collection efforts and provided a more detailed disaggregation by type of trafficking, which provided a more nuanced understanding of victims, perpetrators, and the government's efforts to combat trafficking.

Traffickers were sentenced to multiple years of imprisonment. In May 2014, a Paris correctional tribunal sentenced three members of the "Hamidovic network" to between four to seven years' imprisonment for exploiting and forcing children to steal in the Paris metro system. The most stringent penalty, seven years' imprisonment and a 100,000 Euro ($122,000) fine, was issued *in absentia* for a fourth member and leader of the network who was at large at the end of the reporting period. In July 2014, the Marseille Correctional Tribunal sentenced six members of a Bulgarian family to four to seven years' imprisonment for sex and labor trafficking offenses; the family forced six elderly Bulgarians to beg, among other crimes. In November 2014, 19 Nigerians were sentenced to seven years' imprisonment for operating a prostitution network; approximately 30 women, located in various cities throughout France, were forced into prostitution. The Ministry of Justice continued to offer an annual training session for prosecutors and magistrates on France's anti-trafficking laws. The government trained 19 judicial police on how to conduct investigations. France increased cooperation with international law enforcement agencies in 2014, as well as several cases with Bulgaria, China, and Romania to investigate trafficking cases. The government reported no new prosecutions or convictions of government employees complicit in trafficking offenses. In July 2014, the government launched a preliminary investigation into allegations that French soldiers stationed in the Central African Republic forced boy refugees to perform sex acts for money and food; the investigation was on-going at the close of the reporting period.

PROTECTION

The government sustained comprehensive protection efforts. The government had a formal procedure for identifying victims and an NGO-run referral mechanism. The government identified 467 victims of aggravated pimping and sex trafficking in 2014—440 females (including 27 girls) and 27 males (including one boy). By comparison, the government identified 912 victims of trafficking and pimping in 2013. This represents a significant decrease in the number of victims identified; however, the government provided more detailed information, including greater disaggregation of

victim statistics by type of crime, which allows for a more accurate understanding of the data. An NGO received 252 reports of trafficking and assisted 180 victims who originated from 12 countries; the majority of victims assisted were females from West Africa, particularly Nigeria.

The Ministry of Social Affairs, the Ministry of Health, and the City of Paris provided funding for the Ac-Se system, an NGO-managed network of 50 NGO-run shelters assisting vulnerable adult victims of sex and labor trafficking. Ac-Se assisted 70 trafficking victims in 2014, compared with 68 in 2013, by providing them with shelter, legal, medical, and psychological services. Ac-Se received 205,000 euro ($222,000), with approximately 90 percent from the central government and ten percent from the City of Paris, in 2014. Local governments provided French language classes to victims, and some victims could qualify for subsidized housing and job training programs. Victims received 350 euro ($425) as an initial stipend from the government, and the equivalent of approximately 100 euro ($122) per month thereafter. Victims had to wait an average of seven days for access to a shelter in 2014, and Ac-Se reported it experienced difficulties in its capacity to provide a rapid response to victims. The central and municipal governments also partially funded the operation of a shelter in Paris and a small number of emergency apartments external to the Ac-Se system. Child protective services placed child trafficking victims into generalized children's shelters. The government continued to operate a hotline for children in abusive situations, including trafficking. Ac-Se operated a hotline that received an estimated 900 calls in 2014. While French authorities did not report overall funding allocations to NGOs for victims, the central government provided 1.7 million euro ($1.8 million) to NGOs for victim assistance in 2013.

The government had an NGO-run referral program to transfer victims detained, arrested, or placed in protective custody by law enforcement authorities to institutions that provide short-term care. The government also provided witness protection services for victims who worked with police to prosecute traffickers. NGOs assessed the referral process worked well when victims were willing to cooperate with law enforcement authorities; however, because victim assistance was based on cooperation with law enforcement, victims unwilling to cooperate did not receive assistance. French law provided for a 30-day reflection period for suspected victims; however, some authorities were reportedly not familiar with the reflection period and did not offer it. Victims were eligible for temporary residence permits, provided they cooperated with police investigations. The permits were typically valid for one year and were renewable every six months. The government issued first-time residency documents to 43 victims and renewals to 155 victims, with waiting periods for permits ranging from 15 days to 18 months. Victims who obtained residency were able to work or leave the country during trial proceedings. These permits were available during the duration of the criminal process and automatically became permanent upon an offender's conviction. In cases in which offenders were not convicted, local prefects had the discretion to grant permanent residence cards to victims. NGOs previously reported highly inconsistent practices among prefects in the issuance of residence permits, particularly if the victims had past convictions for prostitution. Some victims found it easier to apply for and obtain asylum, as the process involved no cost and no requirement to participate in a prosecution. Victims were eligible to receive restitution through the Crime Victims Compensation Program; 361,000 euro ($392,000) was allocated to victims in 2013 from this fund. The compensation request process often took several years to complete, and many victims had requests in progress; since its creation in 1985, it provided compensation to two victims—in 2007 and 2009. There were no specific reports of identified victims being penalized for crimes committed as a direct result of their being subjected to trafficking; however, approximately 1,500 individuals in prostitution have been arrested annually for soliciting. The government sponsored trainings for social workers and other government employees, including labor inspectors, on trafficking victim identification.

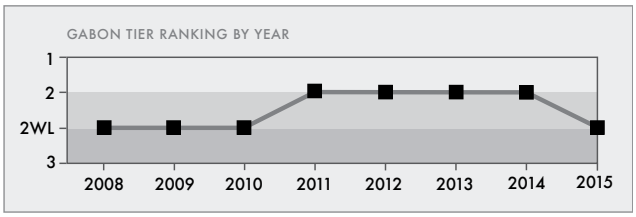
PREVENTION

The government increased anti-trafficking prevention efforts. The government adopted a 2014-2016 national anti-trafficking action plan. The implementation of the plan was supported by a fund dedicated to trafficking victims and called for the appointment of a national rapporteur position; however, the rapporteur was not established during the reporting period. The government continued efforts to address child sex tourism committed by French citizens. NGO contacts estimated 15 French nationals were convicted every year for involvement in child sex tourism, mainly in Asia. French police conducted international investigations of child sex tourism. The government funded programs through airlines and tourism operators describing the penalties for child sex tourism and funded poster and pamphlet campaigns by NGO partners to reduce the demand for child prostitution and child sex tourism. Tourism and hospitality students in France were obligated to take coursework on preventing child sex tourism. The government took steps to reduce the demand for commercial sex by passing legislation in March 2015 designed to prevent human trafficking and protect victims by fining those found guilty of soliciting sex, and providing a six-month renewable residence permit for foreigners regardless of whether they cooperate with law enforcement efforts. The government did not implement a national anti-trafficking awareness campaign. The French government provided anti-trafficking training to all peacekeeping troops prior to their deployment abroad on international peacekeeping missions. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

GABON: Tier 2 Watch List

Gabon is primarily a destination and transit country for women, men, and children from West and Central African countries subjected to forced labor and sex trafficking. Some victims transit Gabon *en route* to Equatorial Guinea. Boys are forced to work as street vendors, mechanics, or in the fishing sector. Girls are subjected to domestic servitude and forced labor in markets or roadside restaurants. West African women are forced into domestic servitude or prostitution in Gabon. Some foreign adults seek the help of smugglers for voluntary labor migration, but are subsequently subjected to forced labor or prostitution after arriving in Gabon without the proper documents for legal entry. During the reporting period, adult men were reportedly subjected to forced labor on cattle farms in Gabon. Traffickers appear to operate in loose, ethnic-based criminal networks, with female traffickers, some of whom are former trafficking victims, recruiting and facilitating the transportation of victims in countries of origin. In some cases, child victims report their families turned them over to intermediaries promising employment opportunities in Gabon. There is evidence some traffickers operate outside the capital to avoid detection.

The Government of Gabon does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Ministry of Health and Social Welfare provided assistance to 14 victims identified by local NGOs and assisted in the repatriation of 12 of these victims. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Gabon is placed on Tier 2 Watch List. The government initiated prosecution of only one suspected trafficker during the reporting period and, for the second consecutive year, did not convict a trafficking offender or enact a proposed amendment to criminalize adult trafficking. The government identified three victims in 2014 but did not refer them to care facilities, compared with 50 identified and referred to care during the previous reporting period. It has failed to identify any adult victims since 2009. The Inter-Ministerial Committee to Monitor Child Trafficking remained without sufficient funds to effectively coordinate national efforts and was inactive for much of the year.



RECOMMENDATIONS FOR GABON:

Increase efforts to prosecute, convict, and punish traffickers, including those involved in adult trafficking; enact provisions criminalizing all forms of adult trafficking; expand training for social workers, law enforcement, labor inspectors, and judicial staff to include adult trafficking; develop a system to track trafficking cases and provide relevant law enforcement and victim protection statistics; increase financial or in-kind support to government-run shelters and government-supported NGO shelters; train social workers and service providers in best practices of provision of care for trafficking victims; develop an inter-ministerial committee to address adult trafficking or expand the existing inter-ministerial committee's mandate to include adult trafficking; and expand national awareness-raising campaigns to include information on adult trafficking.

PROSECUTION

The government demonstrated decreased anti-trafficking law enforcement efforts. Existing laws do not prohibit all forms of human trafficking; for example, they do not criminalize bonded labor. Enacted in September 2004, Law 09/04 Concerning the Prevention and the Fight Against the Trafficking of Children in the Gabonese Republic prohibits child trafficking for both labor and sexual exploitation and prescribes penalties of up to a maximum of 40 years' imprisonment, in addition to fines; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Penal code Article 261 prohibits the procuring of a child for the purpose of prostitution and prescribes a sufficiently stringent penalty of two to five years' imprisonment. Law 21/63-94 prohibits forced prostitution of adults and prescribes sufficiently stringent penalties of two to 10 years' imprisonment, which are commensurate with those prescribed for other serious crimes, such as rape. Penal code Article 48 prohibits the use of children in illegal activities, prescribing penalties of five to 10 years' imprisonment. Title 1, Article 4 of the Gabonese labor code (Law 3/94) criminalizes all forms of forced labor, prescribing penalties of one to six months' imprisonment, which are not sufficiently stringent and do not reflect the serious nature of the offense. The government failed to pass its amendment to Law 09/04, drafted in 2013, to prohibit and punish the trafficking of adults.

The government reported at least 16 investigations and initiated prosecution of one suspect during the reporting period, compared with 50 investigations and nine prosecutions from the previous reporting period. Although the government initiated the prosecution of one suspect, the defendant fled the country as a result of case mismanagement and was not apprehended by the close of the reporting period. For the second consecutive year, the government failed to convict a trafficker. The government trained 40 law enforcement and civil society groups on victim identification and referral measures in 2014. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses. In 2013, the government investigated a local chief and a prosecutor for alleged complicity in a child labor trafficking case; however, the government did not provide an update on the investigation.

PROTECTION

The government decreased efforts to identify and refer victims to protective services. Government officials identified three child trafficking victims in 2014 but did not refer these victims to care facilities for assistance—a decrease from 50 victims identified and referred to care in the previous reporting period. Furthermore, in one concerning instance in November 2014, due to the lack of appropriate care for an asthmatic trafficking victim, authorities inadvertently re-trafficked the child by returning him to the custody of his suspected trafficker. Nonetheless, in 2014, the Ministry of Health and Social Welfare provided assistance to 14 children identified by a local NGO and assisted in the repatriation of 12 of these victims.

The government provided an unknown amount of funding to support four centers offering shelter, medical care, education, and psycho-social services to orphans and vulnerable children, including child trafficking victims, in Libreville and Port Gentil. The government funded and ran two shelters, while the two others were NGO-run with partial government support; however, the government decreased funding to one of the government-run shelters in the 2014 budget. During the reporting period, existing shelters in Libreville were unable to accommodate all identified victims and other vulnerable children. Neither the government nor NGO-run transit centers were specifically designated for adult victims but in practice could provide shelter and services to adults; however, no adults were identified during the reporting period.

If victim repatriation was not an option, the Ministry of Social Affairs could provide a victim with immigration relief and resettle them in Gabon; an unknown number of victims availed themselves of this legal alternative during the reporting period. Prosecutors, police, and magistrates routinely took testimony at the time of arrest of the suspected traffickers or rescue of the victim. There were no reports of the government detaining, fining, or jailing victims due to acts committed as a result of their being subjected to trafficking.

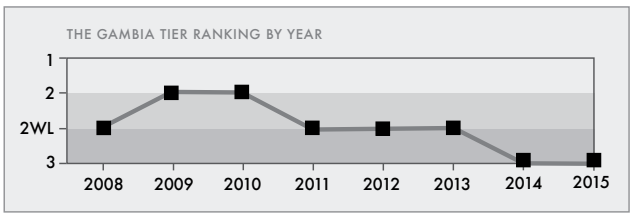
PREVENTION

The government made minimal efforts to prevent trafficking. The government's Inter-Ministerial Committee to Monitor Child Trafficking—the focal point for coordinating government anti-trafficking activities—remained without sufficient funding and was inactive for most of the year. The committee did not conduct any trafficking awareness campaigns. The government did not make any other discernible efforts to reduce the demand for forced labor or commercial sex acts during the reporting period. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government did not provide anti-trafficking training to 500 troops prior to their deployment as part of international peacekeeping missions.

THE GAMBIA: Tier 3

The Gambia is a source and destination country for women and children subjected to forced labor and sex trafficking. Within The Gambia, women, girls, and—to a lesser extent—boys are subjected to sex trafficking and domestic servitude. Women, girls, and boys from West African countries—mainly Senegal, Sierra Leone, Liberia, Ghana, Nigeria, Guinea, Guinea-Bissau, and Benin—are recruited for commercial sexual exploitation in The Gambia. The majority of these victims are subjected to sexual exploitation by European child sex tourists. Observers believe organized sex trafficking networks use both European and Gambian travel agencies to promote child sex tourism. Many Gambian boys attend Koranic schools led by religious teachers, known as *marabouts*; some corrupt or unscrupulous *marabouts* force such boys into begging and street vending. Gambian children have been identified as victims of forced labor in neighboring West African countries, including Ghana and Senegal. During the reporting period, approximately 60 Gambian girls were subjected to domestic servitude in Lebanon.

The Government of The Gambia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Although the government continued to sustain modest prevention efforts, it failed to demonstrate notable law enforcement or protection efforts during the reporting period. The government charged four traffickers, but failed to convict any trafficking offenders and did not provide any specific anti-trafficking training to law enforcement officials. Although the government identified and provided shelter to 19 Gambian victims in Lebanon, it did not identify or provide any trafficking victims with shelter or care within the country. Additionally, the government arrested a journalist for reporting on The Gambia's Tier 3 ranking in the 2014 TIP Report.



RECOMMENDATIONS FOR THE GAMBIA:

Vigorously investigate and prosecute trafficking offenses and ensure adequate sentencing for convicted trafficking offenders, including complicit government officials; train law enforcement personnel to identify trafficking victims proactively among vulnerable populations, such as boys in street vending, unattended children in tourist resorts known to be sex tourism destinations, and women in prostitution, and refer them to protective services; improve data collection and public reporting on victim identification and law enforcement efforts; develop standardized procedures for referring trafficking victims to NGO care services and inform government officials and the NGO community of such procedures; engage with anti-trafficking counterparts in the region to enable the safe repatriation of victims to and from The Gambia; and provide adequate funding and resources to the national coordinating body so it can effectively implement the anti-trafficking national action plan.

PROSECUTION

The government demonstrated minimal anti-trafficking law enforcement efforts. The Gambia's 2007 Trafficking in Persons Act prohibits all forms of trafficking and an October 2010 amendment increased the prescribed penalties to 50 years' to life imprisonment for all forms of trafficking. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The Gambia's 2005 Children's Act also prohibits child trafficking—though it does not include forced labor in its definition of trafficking—prescribing a penalty of life imprisonment. The 2003 Tourism Offenses Act explicitly prohibits child sex trafficking, prescribing a penalty of 10 years' imprisonment. The government investigated one trafficking case, but did not prosecute or convict any trafficking offenders in 2014. Law enforcement officials continue to lack adequate training to investigate and prosecute trafficking offenses, yet the government did not provide any specific anti-trafficking training to law enforcement during the reporting period. In March 2015, the Magistrate Court charged four individuals with trafficking 19 Gambian women to Lebanon. Only one suspect appeared before the court; he was released on conditional bail, and a bench warrant was issued for the other three suspects. The case was adjourned pending the arrest of the three at-large suspects, although the trial cannot proceed until the young women are repatriated because their testimony is essential to the case. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses; however, law enforcement officers acting with impunity and corruption was a serious problem throughout the reporting period.

PROTECTION

The government demonstrated minimal efforts to protect trafficking victims. The government did not identify or provide services to any trafficking victims within the country during the reporting period. However, the government identified 19 Gambian girls who had been subjected to domestic servitude in Lebanon; the Gambian consulate placed the girls in a safe house while the government organized their repatriation. The Department of Social Welfare (DSW) operated a shelter for trafficking victims, abandoned children, and victims of domestic violence, as well as a drop-in center for street children; however, no trafficking victims were cared for in these facilities during the reporting period. The shelter offered 24-hour services to children and adults, but no victims in the shelter were allowed to leave the premises without a chaperone. The government continued to maintain an electronic child protection database, which includes information on trafficking cases, although no cases were identified in 2014. The 2007 Trafficking in Persons Act allows foreign victims

to obtain temporary residence visas for the duration of legal proceedings; the government offers no other legal alternatives to the removal of foreign trafficking victims to countries where they may face retribution or hardship. There were no reports of victims being penalized for unlawful acts committed as a result of being subjected to trafficking; however, the lack of formal identification procedures likely resulted in victims remaining unidentified in the law enforcement system.

PREVENTION

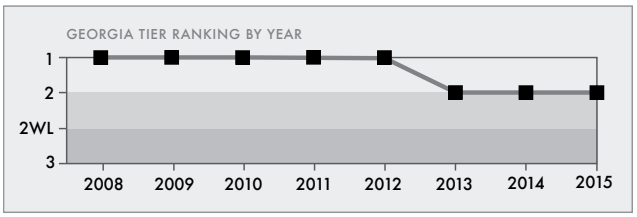
The government sustained modest prevention efforts. The National Agency Against Trafficking in Persons (NAATIP)—the coordinating body for governmental anti-trafficking efforts—continued to receive modest funding from the government. Its officials traveled to key border posts to sensitize immigration, police, and customs officers, as well as local community leaders, on human trafficking and the need to report any suspected cases directly to NAATIP. The DSW operated 34 community child protection committees during the reporting period, which held monthly meetings and sensitization activities, some of which covered trafficking. Five neighborhood watch groups established by DSW were also active in monitoring possible cases of child abuse or trafficking. These groups increased surveillance efforts in high traffic tourist areas. The DSW and the Department of Education continued to operate a program providing financial support and resources to 12 Koranic schools on the condition they refrain from forcing their students to beg; more than 1,000 children benefited from the program during the reporting period. The government contributed the equivalent of approximately $2,300 each month to fund the program in 2014.

In collaboration with international NGOs, the Gambian Tourism Board held training on child sex tourism for approximately 32 law enforcement officers, tourism industry operators, and members of the public. Authorities continued to enforce the 2005 ban on unattended children in resort areas and the DSW continued to operate five neighborhood watch groups to monitor urban areas near tourist resorts for possible cases of child abuse or child sexual exploitation. However, none of these efforts led to the referral of any child trafficking victims to protective services or the apprehension of any suspected traffickers or child sex tourists. Additionally, the government did not make any discernible efforts to decrease the demand for commercial sex acts during the reporting period. The government provided anti-trafficking training to Gambian troops before their deployment abroad on international peacekeeping missions. The government did not provide any anti-trafficking training or guidance for its diplomatic personnel.

GEORGIA: Tier 2

Georgia is a source, transit, and destination country for women and girls subjected to sex trafficking and men, women, and children subjected to forced labor. Women and girls from Georgia are subjected to sex trafficking within the country, in Turkey, and, to a lesser extent, in China, Egypt, Greece, the United Arab Emirates, and Russia. Women from Azerbaijan and Central Asian countries are subjected to forced prostitution in Georgia's commercial sex trade in the tourist areas of Batumi and Gonio in Adjara province. Experts report women are subjected to sex trafficking in saunas, strip clubs, casinos, and hotels. The majority of identified trafficking victims are young, foreign women seeking employment. Georgian men and women are subjected to forced labor within Georgia and in Turkey, Iraq, Russia, Azerbaijan and other countries. Georgian migrants pursuing employment in agriculture and other low-skilled jobs contact employers or agents directly, only later becoming victims in their destination country. In recent years, foreign nationals have been exploited in agriculture, construction, and domestic service within Georgia. Georgian, Romani, and Kurdish children are subjected to forced begging or coerced into criminality. No information was available about the presence of human trafficking in the separatist regions of Abkhazia and South Ossetia; however, the government and NGOs consider internally displaced persons from these occupied territories to be particularly vulnerable to trafficking.

The Government of Georgia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Investigations, prosecutions, and convictions increased during the reporting period. The prime minister signed a decree establishing a labor inspectorate with authority to enforce preventative measures related to labor trafficking. The government increased the number of anti-trafficking mobile units from three to four, providing law enforcement more resources and personnel to conduct trafficking investigations. However, law enforcement's limited investigative capabilities hampered trafficking investigations. Experts reported investigators focused on interrogating victims for evidence gathering, rather than interviewing them to determine whether or not they were potential victims. The government did not outline a strategy to systematically combat street begging; experts reported the police refused to investigate several cases of forced begging, claiming street begging is not a violation of child's rights under current legislation.



RECOMMENDATIONS FOR GEORGIA:

Increase investigative capacity of law enforcement officers through specialized training and assign police with specialized training in trafficking to participate in trafficking investigations; continue to incorporate victim-witness advocates during the investigative phase; increase efforts to investigate and prosecute suspected traffickers and convict labor and sex traffickers; enable and train the labor inspectorate to investigate potential labor trafficking; employ more effective, proactive methods to detect and identify trafficking victims among vulnerable populations; and continue awareness-raising campaigns about the existence of human trafficking, legal recourse, and available protection services, targeted at vulnerable groups.

PROSECUTION

The government increased law enforcement efforts over the previous reporting period, but a lack of law enforcement capacity led to missed investigations. Georgia prohibits all forms of trafficking through the Law on Combating Trafficking in Persons and Article 143 of its criminal code, which prescribes penalties ranging from seven to 20 years' imprisonment. These penalties are sufficiently

stringent and commensurate with those prescribed for other serious crimes, such as rape. The government investigated 16 new cases—12 for sex trafficking and four for labor trafficking—compared with 11 investigations in the previous reporting period. Twelve investigations were ongoing. Authorities prosecuted five defendants for sex trafficking, compared with three in 2013. The government convicted six traffickers, compared with three in the previous reporting period. Of the six traffickers convicted, three received 12-year prison sentences and the remaining three received seven-, 13-, and 14-year prison sentences.

Law enforcement's limited investigative capabilities continued to hamper its capacity to investigate suspected traffickers. Some members assigned to anti-trafficking units in Tbilisi and Batumi continued to lack basic investigative skills. Experts reported investigators focused on interrogating victims for evidence gathering, rather than interviewing them for the purpose of determining whether they were potential victims. The government lacked sufficient well-trained female investigators to interview sex trafficking victims, who are predominantly female. Brothel owners, dance club owners, and taxi drivers involved in sex trafficking were investigated by law enforcement to acquire more information. Experts noted police failed to provide available resources to victim-witnesses, who experienced further trauma during the investigative process. Police fined large numbers of women in prostitution, many of whom who were not screened for human trafficking, and potential victims may have been compelled to testify against pimps and brothel owners. The government did not outline a strategy to systematically address street begging; experts report the police refused to investigate several cases of forced begging, claiming street begging is not a violation of child's rights under current legislation. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The government increased victim identification efforts and sustained efforts to protect trafficking victims. The government identified 17 trafficking victims; 10 females, including one minor, were sex trafficking victims, and seven males were victims of labor trafficking. There was a low level of victim identification of children in exploitative situations on the street and Georgian and foreign workers in vulnerable labor sectors. In February 2015, the prime minister signed a decree establishing a labor inspectorate, which aimed to increase the government's capacity to identify victims of forced labor. Without the participation of victim assistance service providers, some police raids on brothels did not involve proper screening of potential victims.

The government funded and operated two shelters that provided medical aid, psychological counseling, and legal assistance to 16 trafficking victims in the reporting period, all of whom also received financial assistance from the government. The government reported foreign trafficking victims were eligible for temporary residence permits, but no foreign victims requested them during the reporting period. The government reported victims were encouraged to assist law enforcement with investigations and prosecutions, although their assistance is not required in order to receive government protection or shelter services; ten of the 17 identified victims assisted law enforcement. In one case, information obtained from a victim helped law enforcement identify and assist another victim, as the second victim was discovered while searching the house of the alleged trafficker. Victims of all ages, genders, and nationalities had access to services on an equal basis. Deportation of trafficking victims was not permitted by law. The government referred all identified victims to care facilities; however, assistance was not always offered at the investigative stage. Investigators often focused on interrogating women for evidence gathering, rather than interviewing them for purposes of determining whether they could be potential trafficking victims.

PREVENTION

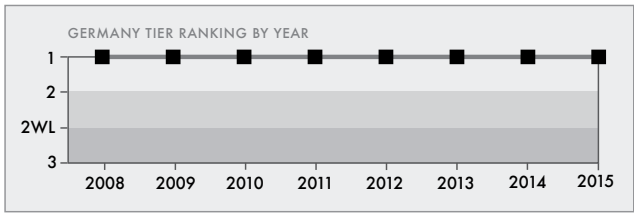
The government sustained trafficking prevention efforts. Government officials participated in television, radio, and print media programs to raise awareness. In August 2014, the government funded a local NGO to discuss the risks of labor trafficking in Turkey in the border town of Adjara. Officials supported an initiative to develop a government-funded system to support the rehabilitation of children living on the street, a demographic vulnerable to trafficking. During the reporting period, the government provided services to 535 vulnerable children *via* three mobile teams, three care facilities, and two shelters. The government, in partnership with an international organization, produced video clips on trafficking, assistance available for victims, and contact information for law enforcement, which were broadcast on the public broadcasting system. The government, in partnership with an international organization, developed and disseminated 40,000 anti-trafficking flyers in five languages throughout Georgia's Tourism Information Centers located in large metro centers as well as the Tbilisi, Kutaisi, and Batumi airports. The government continued to fund an anti-trafficking hotline operated by police within the government's anti-trafficking division, as well as another hotline operated by the state fund that received calls from trafficking victims. During the year the anti-trafficking hotline received calls from 100 persons and the state fund hotline received 171 calls. The government demonstrated efforts to reduce the demand for sex trafficking or forced labor by distributing 40,000 flyers in five languages that warned the public of trafficking and discouraged the use of services of trafficking victims, including a reference to Article 143 of the criminal code. The government provided anti-trafficking training and guidance for its diplomatic personnel.

GERMANY: Tier 1

Germany is a source, transit, and destination country for women, children, and men subjected to sex and labor trafficking. Most identified sex trafficking victims in Germany (86 percent in 2013) are European nationals, primarily Bulgarians, Romanians, and Germans. Nationals of Nigeria, other parts of Africa, Asia, and the Western Hemisphere are also subjected to sex trafficking in Germany. Most sex trafficking victims are exploited in bars, brothels, and apartments. A substantial number of identified sex trafficking victims (22 percent in 2013) reported they had initially agreed to engage in prostitution. Approximately half of identified victims are under the age of 21. Asylum seekers are increasingly vulnerable to sex and labor trafficking in Germany and traffickers use asylum shelters to find victims. Labor trafficking victims are predominantly European nationals, including Bulgarians, Poles, and Romanians, but also include nationals from Afghanistan and Pakistan. Identified and suspected victims of forced labor are exploited in agriculture, hotels, construction sites, meat processing plants, seasonal industries, restaurants, and diplomatic households. Roma and foreign unaccompanied minors are particularly vulnerable to trafficking, including forced begging and coerced criminal behavior.

Various governments reported German citizens engaged in sex tourism abroad.

The Government of Germany fully complies with the minimum standards for the elimination of trafficking. The government continued to prosecute and convict traffickers, identified and assisted sex trafficking victims, registered 61 labor trafficking victims, and made efforts to assess labor trafficking in Germany. Efforts to hold traffickers accountable continued to be undercut by weak sentences for trafficking convictions. The total number of government-registered victims, investigated cases, and defendants prosecuted and convicted for sex trafficking fell significantly from the previous year, while the number of suspected victims and investigations of labor trafficking rose. Government efforts to identify and assist labor trafficking victims and prosecute and convict labor traffickers remained inadequate given the scope of the problem, partially due to weaknesses in Germany's labor trafficking statute, Section 233 of the criminal code.



RECOMMENDATIONS FOR GERMANY:

Increase efforts to address labor trafficking, including by revising Section 233 of the criminal code to ensure proof required under the law does not unduly restrict investigations and prosecutions of labor trafficking offenses; increase proactive identification of labor trafficking victims and vigorous investigation and prosecution of labor trafficking crimes, convicting and punishing offenders with sentences commensurate with the severity of the crime; fully integrate labor trafficking into cooperation agreements and provide more consistent and stable funding of sex and labor trafficking victim assistance at the state level; standardize victim assistance measures and government-civil society cooperation across the 16 federal states, and increase the number of victims provided services through counseling centers; expand longer-term residence permit eligibility for victims that is not reliant on victims' willingness to testify at trial; establish policies to encourage victims to self-identify and work with law enforcement including by addressing the requirement that officials report migrants' undocumented status; encourage prosecutors' offices to assign specialized prosecutors to trafficking cases; establish an independent national anti-trafficking rapporteur to produce assessments of the government's anti-trafficking efforts; strengthen awareness campaigns targeting beneficiaries of forced labor and clients of the sex trade, particularly in the most frequented red light districts; and include all convictions for human trafficking in reported conviction data.

PROSECUTION

The government maintained law enforcement efforts. Germany prohibits all forms of sex and labor trafficking; sex trafficking is criminalized under Section 232 and forced labor under Section 233 of the criminal code. Punishments prescribed in these statutes range from six months' to 10 years' imprisonment and are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Section 233, however, posed significant challenges for practitioners due to its complex wording and scope of application. As a result, law enforcement officials and prosecutors often pursued prosecutions for offenses that were easier to prove than coercion in labor trafficking. Tracking of trafficking convictions was limited by a record-keeping system that did not record convictions as having involved trafficking when an accompanying criminal charge had a higher statutory sentence than the trafficking statute. Government-reported statistics continued to reveal convicted traffickers frequently avoided imprisonment, creating potential safety problems for trafficking victims, weakening deterrence, and undercutting law enforcement efforts of police and prosecutors.

In 2013, the most recent year for which comprehensive statistics were available, state and federal authorities completed 425 sex trafficking investigations, compared with 491 in 2012. Authorities prosecuted 118 defendants for sex trafficking in 2013, compared with 142 in 2012. Courts convicted 77 sex traffickers in 2013, compared with 115 in 2012, and suspended prison sentences for the vast majority of convicted traffickers. Most convicted traffickers received lenient prison sentences that were suspended due to a provision in the criminal code allowing the suspension of assigned prison terms of less than two years, particularly for first-time offenders. Of the 77 sex traffickers convicted, only 17 were sentenced to prison, receiving sentences between two and 10 years. The government investigated 53 labor trafficking cases in 2013, compared with 11 in 2012. Authorities prosecuted 15 alleged labor traffickers in 2013, compared with 16 in 2012. Fourteen of these offenders were convicted, compared with 10 in 2012. None of the 14 convicted labor traffickers were imprisoned. Whereas sex trafficking cases were frequently led by prosecutors with experience leading victims through trial processes, labor trafficking cases were mostly assigned to financial or economic crime sections with less experience with trafficking or victim-centered prosecutions. NGOs and officials reported mixed experiences with the judiciary; while some judges were sensitive to victims' trauma, others subjected victims to repeated testimonies or made insensitive statements about their experiences. Judges were not required to take training of any kind, including on trafficking crimes and victim-centered procedures. Both the Federal Criminal Police and state-level police collaborated with EUROPOL and several foreign governments, including Romania, Bulgaria, and Nigeria, to investigate trafficking cases. The German Judicial Academy offered anti-trafficking training to prosecutors and judges. The Federal Criminal Police organized several specialized seminars to educate investigating officers and prosecutors on trafficking topics. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government maintained victim protection efforts. Authorities identified 542 sex trafficking victims in 2013, compared with 612 in 2012; counseling centers cared for 30 percent of those identified. The government registered 61 labor trafficking victims, a significant increase from 14 in 2012. Police identified 54 percent of victims. Requirements that officials inform immigration authorities of any undocumented migrants that come to their attention impaired labor trafficking victim identification and led to under-reporting of trafficking crimes. Thirteen of the 16 states had formal cooperation agreements with trafficking counseling centers, but not all of these agreements addressed labor trafficking. NGOs, funded in

part by the government, operated counseling centers in 45 cities, providing or facilitating shelter, medical and psychological care, legal assistance, vocational support, and other services largely for adult female sex trafficking victims. Trade union-affiliated and migrant counseling centers coordinated with trafficking NGOs and the partially federally funded labor alliance to offer support to labor trafficking victims. Many state governments provided significant supplemental funding for the support of victims, but long-term financial funding was scarce.

The government offered undocumented victims a reflection period of three months to decide if they wanted to testify in court, and NGOs confirmed it was applied in practice. Victims who agreed to testify were entitled to live and work in Germany for the duration of the trial. Those who testified were normally repatriated following trials; however, victims who faced personal injury or threats to life or freedom in their countries of origin could apply for long-term residence permits. State interior ministries circulated instructions on the application of humanitarian residence permits for victims. Authorities encouraged victims to participate in investigations and prosecutions of traffickers. German law enables victims to join criminal cases as joint plaintiffs and to pursue civil remedies; however, victims often had difficulty obtaining compensation due to inconsistent case law from higher courts. German law also entitles victims to interpreters and to have a third-party from a counseling center to accompany them to all interviews. The law permits exemption of trafficking victims from criminal prosecution for minor crimes they committed during the course of their trafficking experience; however, German prosecutors anecdotally described issuing small or "suspended" fines to some victims for crimes such as narcotics possession.

PREVENTION

The government maintained efforts to prevent trafficking. Labor trafficking was not as highly prioritized as sex trafficking, but the government continued to increase steps to assess labor trafficking in the country and improve policy to address forced labor through a partially federally funded labor alliance conducting research, raising awareness, and providing victim identification training. The Federal-State Working Group on Trafficking in Persons reviewed counter-trafficking issues, disseminated best practices, provided input to new laws and directives, and collaborated with a variety of coordination bodies at the state and local levels. The government supported a variety of coordination initiatives. In one such initiative, the North Rhine-Westphalia Roundtable on Prostitution published and provided the government with a report making recommendations to improve legislative requirements for police investigations and protections for people in prostitution. The Federal Agency for Migration and Refugees conducted trainings and created standard operating procedures on handling and reporting suspected trafficking cases in response to the increasing number of trafficking victims within the asylum system. The government in cooperation with one NGO continued to hold informational events and annual in-person interviews with domestic workers employed by embassies in Berlin without the presence of their employers. The government sustained funding for public awareness campaigns in Germany and abroad.

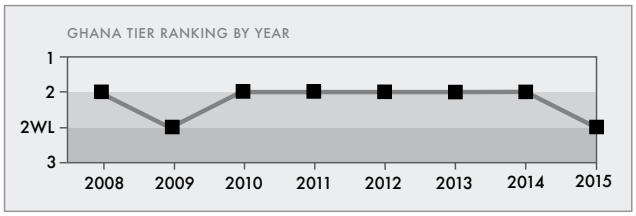
The German Federal Criminal Police continued to publish an annual report on trafficking in Germany, describing law enforcement efforts, victim trends, and challenges in addressing the crime. The government continued to lack a national rapporteur to provide independent, self-critical analysis of the government's efforts to address trafficking. The government did not make efforts to reduce the demand for commercial sex or forced labor. The government continued to fund a hotline for women affected by violence, including female trafficking victims. A government-funded NGO published a short film to raise awareness about child sex tourism and the government's newly launched online platform for tourists to report suspected crimes. Although law enforcement collaborated with foreign officials to investigate German citizens' participation in child sex tourism, there were no reported prosecutions of German offenders in Germany. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The government trained military personnel to recognize and prevent trafficking prior to their deployment abroad on international peacekeeping missions.

GHANA: Tier 2 Watch List

Ghana is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. The trafficking of Ghanaians, particularly children, within the country is more prevalent than the transnational trafficking of foreign migrants. Ghanaian boys and girls are subjected to forced labor within the country in fishing, domestic service, street hawking, begging, portering, artisanal gold mining, quarrying, herding, and agriculture. Ghanaian girls, and to a lesser extent boys, are subjected to prostitution within Ghana. Child prostitution is prevalent in the Volta region and is growing in the oil-producing western regions. Ghanaian girls are subjected to a form of forced ritual servitude to atone for sins of a family member, which can last for a few months or several years. There has been an increase in the number of Ghanaian girls and young women from the northern region working as head porters in greater Accra; they are at risk for sex trafficking and forced labor. Ghanaian women and children are recruited and sent to West Africa, the Middle East, and Europe for forced labor and sex trafficking. There was an increase in the number of young Ghanaian women recruited with the promise of domestic or hospitality industry jobs in Kuwait, Qatar, Saudi Arabia, and Lebanon. After their return many of them reported being deceived, overworked, starved, abused, molested, and/or forced into prostitution. Ghanaian men were also recruited under false pretenses to the Middle East and subjected to forced labor in the domestic sector and forced prostitution. In recent years a few Ghanaian men and women were identified as victims of forced labor in the United States. Women and girls voluntarily migrating from Vietnam, China, and neighboring West African countries are subjected to sex trafficking in Ghana. Citizens from West African countries are subjected to forced labor in Ghana in agriculture or domestic service. Ghana is a transit point for West Africans subjected to sex trafficking in Europe, especially Italy and Germany. Reports of corruption and bribery in the judicial system continued, stymieing anti-trafficking measures.

The Government of Ghana does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Ghana is placed on Tier 2 Watch List. During the reporting period, the failure to provide operating budgets for law enforcement and protection agencies hampered the government's anti-trafficking efforts. Although the Anti-Human Trafficking Unit (AHTU) of the Ghana Police Service (GPS) continued law enforcement efforts

focused primarily on cross-border trafficking cases, it once again relied heavily on foreign donors and NGOs to support these efforts and significantly fewer victims were identified. Additionally, for the fourth year, the government did not provide anti-trafficking training to prosecutors despite acknowledgment that such training was needed. The government supported protective services for foreign national victims, but did not provide any funding for the human trafficking fund for victim services or to its two shelters, which remained in dangerous condition and unable to provide basic services and security to residents. In a positive step, the government reconvened the Human Trafficking Management Board (HTMB).



RECOMMENDATIONS FOR GHANA:

Continue to investigate and prosecute trafficking offenses—including internal labor and sex trafficking—and convict and punish trafficking offenders; designate an attorney general's prosecutor in each region to lead the prosecution of human trafficking cases; provide the police's AHTU adequate resources to conduct law enforcement efforts; train law enforcement, child labor inspectors, and social welfare personnel to proactively identify trafficking victims among vulnerable populations—such as women in prostitution, migrant workers, and children working in agriculture, mining, fishing, and portering—and refer them to protective services; provide trafficking-specific training to prosecutors and other judicial personnel; adopt the legislative instrument and fully implement the 2005 Human Trafficking Act; provide sufficient government funding for protective services to victims, including to the human trafficking fund; ensure the maintenance of government-operated shelters and training of staff in victim care; improve data collection and reporting on victims identified and assisted; take appropriate measures to regulate the activity of licensed and unlicensed recruitment agencies and investigate agencies suspected of participating in human trafficking of Ghanaian migrant workers; and provide adequate resources for the HTMB to finalize and implement the national plan of action against trafficking.

PROSECUTION

The government continued anti-trafficking law enforcement efforts. The 2005 Human Trafficking Act—amended in 2009 to align its definition of human trafficking with the 2000 UN TIP Protocol—prohibits all forms of trafficking and prescribes penalties of five to 20 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. In 2014, the government conducted 94 investigations, initiated 15 prosecutions, and secured seven convictions, compared with 140 investigations, 20 prosecutions, and six convictions in the previous year. Most of the investigations involved suspected transnational trafficking. One conviction involved forced child labor, while six were for sex trafficking crimes involving adult victims. The convicted traffickers received sentences ranging from five to 10 years' imprisonment. The Attorney General's Department prosecutors did not report prosecuting trafficking cases; the AHTU and the GPS prosecutors were responsible for the vast majority of the human trafficking investigations, prosecutions, and convictions, but the AHTU did not receive an operating budget during the reporting period and relied on funding and support from international and local donors for operations. As in previous years, AHTU officials were unable to act on many suspected trafficking reports because they lacked resources, such as logistical support, facilities, and equipment to conduct investigations.

Although officials acknowledged prosecutors lacked training and resources to prosecute trafficking cases fully, no prosecutors have received specific anti-trafficking training since 2011. The government did not support any specialized anti-trafficking training for government officials during the reporting period, although new recruits in the Ghana Immigration Service and the GPS received training on trafficking-related topics as part of their basic introductory training. Although government officials have cited the need for parliamentary approval of a "legislative instrument"—akin to implementing regulations—to apply the 2005 Human Trafficking Act more effectively, the draft instrument remained under review after more than three years. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses; however, reports of general corruption and bribery in the judicial system continued during the reporting period, inhibiting law enforcement action.

PROTECTION

The government demonstrated decreased efforts to protect victims. The government did not keep comprehensive statistics for the number of trafficking victims identified; however, the AHTU and the Human Trafficking Secretariat reported identifying 146 victims, at least 82 of whom were Ghanaian victims returning from trafficking situations in Gulf countries in 2014. This is a decrease from 182 victims reported identified in 2013. Most child victims were referred to NGO-run facilities that offered protective care; the government provided adult foreign national victims with hotel accommodation and food. No information is available regarding assistance to Ghanaian victims returned from the Gulf. The Human Trafficking Fund, which was established by the 2005 Human Trafficking Act to finance protection efforts, was unfunded for the third consecutive year; shelters operated in seriously dilapidated conditions without the resources to make basic repairs, and government officials used donor and their own personal funds to assist victims. The Department of Social Welfare (DSW) was responsible for operating the two government-supported shelters in Ghana—the Shelter for Abused Children in Osu (Osu Shelter), a multipurpose shelter, and the Madina Shelter for Rescued Trafficked Children in Madina (Madina Shelter), the only shelter specifically for trafficking victims; however, the DSW did not provide any funding to these shelters during the reporting period and both shelters were in serious disrepair and lacked security. The Madina Shelter provided shelter to only one child trafficking victim during the reporting period before its use as a shelter was discontinued in mid-2014. Additionally, the Osu Shelter is located on the same compound as a juvenile correctional facility, and there is no structural barrier protecting the victims from criminal offenders. Shelter officials struggled to feed, clothe, and provide general care for trafficking victims, relying primarily on support from international organizations. Both shelters provided short-term care, generally limiting victims' stays to three months, although extensions were granted on a case-by-case basis. The Osu Shelter had a maximum capacity of 30 child victims; the government therefore relied heavily on

NGOs to provide shelter and care to child victims. There were no government-run shelters for adult victims.

The government did not employ formal procedures to identify victims among vulnerable groups, such as women in prostitution or children at work sites; however, law enforcement agencies operating at the border initiated questioning to recognize indicators of trafficking. The government encouraged an unspecified number of victims to assist in the investigation and prosecution of trafficking offenders and provided them with protective escorts and legal counsel during trial proceedings; however, law enforcement officials stated they did not have the means to provide shelter or to effectively protect witnesses. Foreign victims may seek temporary residency during the investigation and prosecution of their cases and, with the interior minister's approval, permanent residency if deemed to be in the victim's best interest; no victims sought temporary or permanent residency during the year. There were no reports victims were penalized for unlawful acts committed as a direct result of being subjected to trafficking; however, due to a lack of formal victim identification procedures, some unidentified victims may have remained unidentified in the law enforcement system.

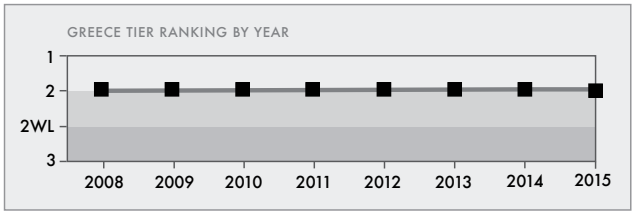
PREVENTION

The government demonstrated a modest increase in anti-trafficking prevention efforts. With support of an international organization in 2014, the government reconvened the HTMB, the inter-ministerial committee responsible for advising the Ministry of Gender, Children, and Social Protection (MGCSP) on anti-trafficking policy, promoting prevention efforts, and facilitating the rehabilitation and reintegration of trafficking victims. However, the MGCSP did not receive any government funding to fulfill its mandate to conduct monitoring and evaluation, data collection, and research relating to trafficking. With support from an international organization, the MGCSP and members of the HTMB began review of the draft national action plan, which was not finalized or adopted during the reporting period. The government partnered with local administrative bodies, at the district, municipal, and community levels to conduct awareness campaigns on the dangers of child labor and child trafficking and, with donor support, participated and assisted in the organization of similarly focused anti-trafficking information campaigns, including sensitization programs in the Volta region and cocoa-producing communities. State-owned radio and television programs aired anti-trafficking programming and partnered with an NGO to show a documentary on child trafficking on 540 inter-city buses. In response to increasing reports of serious physical abuse and sex and labor trafficking of Ghanaian women recruited for domestic and hospitality jobs in the Middle East, the Ghana Immigration Service issued a warning to Ghanaians regarding the dangers of such travel, and Ghanaian authorities called for the abolition of the visa permitting such employment in Middle Eastern countries. Despite acknowledging the growing number of unlicensed and fraudulent recruitment agencies increasingly facilitating the trafficking of Ghanaian men and women to the Middle East, the government failed to increase its oversight of recruitment agencies or investigate and prosecute those allegedly responsible for fraudulent recruitment. The government took no measures to decrease the demand for forced labor. In an effort to reduce the demand for commercial sex acts, AHTU continued to arrest potential clients. The government did not provide anti-trafficking training to Ghanaian troops prior to their deployment abroad on peacekeeping missions, though such training was provided to Ghanaian troops by foreign donors. The government did not provide anti-trafficking training for its diplomatic personnel.

GREECE: Tier 2

Greece is a transit, destination, and, to a very limited extent, source country for women and children subjected to sex trafficking and men, women, and children subjected to forced labor. Some women from Eastern Europe (including Bulgaria, Romania, and Albania), Greece, Russia, Nigeria, and China are subjected to sex trafficking in Greece. Victims of forced labor in Greece are primarily children and men from Eastern and Southern Europe, South Asia, and Africa. Migrant workers from Bangladesh, Pakistan, and Afghanistan are susceptible to debt bondage, reportedly in agriculture. Most labor trafficking victims reportedly enter Greece through Turkey along irregular migration routes from the Middle East and South Asia. Romani children from Albania, Bulgaria, and Romania are forced by family members to sell goods on the street, beg, or commit petty theft in Greece. The increase in unaccompanied child migrants in Greece has increased the number of children susceptible to exploitation. Some public officials have been investigated for suspected involvement in human trafficking.

The Government of Greece does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government convicted fewer traffickers and prosecuted fewer suspects compared to the previous reporting period. Police identified fewer trafficking victims and the government failed to make all victim services authorized by law readily accessible to victims. There was no government-run shelter for adult male victims and no emergency shelter easily accessible for victims of trafficking. The government provided limited in-kind support to NGOs providing victim services and shelter.



RECOMMENDATIONS FOR GREECE:

Vigorously prosecute and convict traffickers, including officials complicit in trafficking; provide training to law enforcement, prosecutors, and judges on a victim-centered approach to prosecutions; train law enforcement officers to improve screening for trafficking victims among asylum seekers, women in prostitution, irregular migrants, and other vulnerable populations; ensure all services available by law for victims are provided, particularly medical care; establish specialized shelters for trafficking victims and provide shelter for adult male victims; employ witness protection provisions already incorporated into law for victims to further encourage their participation in investigations and prosecutions; draft a national action plan for combating trafficking; and integrate messages targeted towards vulnerable minority populations into existing awareness campaigns.

PROSECUTION

The government sustained law enforcement efforts, yet the number

of dedicated police officers focusing on human trafficking continued to decline due to severe budgetary constraints stemming from Greece's financial crisis. Greek Law 3064/2002 and Presidential Decree 233/2003 prohibit both sex trafficking and forced labor and prescribe punishments of up to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Police investigated 36 human trafficking cases, compared with 37 cases in 2013; six of the investigations were for forced begging or labor. In 2014, the government prosecuted 125 defendants on suspicion of committing trafficking-related crimes, a decrease from 142 in 2013 and 177 in 2012. Of these, 17 defendants were prosecuted for labor exploitation, including forced begging, and 108 defendants for sexual exploitation. Due to limitations in data collection capabilities, conviction information is not available from all courts, and information related to specific charges in prosecutions was available only once convictions were reached; therefore, government data could not disaggregate human trafficking trials from prosecutions of non-trafficking crimes involving sexual and labor exploitation. Only partial data on convictions from approximately half of the courts in Greece was available, as was the case in prior years. This partial data shows that the government convicted 31 traffickers, compared with 46 convictions in 2013. Sentences ranged from five to 32.5 years' imprisonment and fines; two sentences were suspended. In one instance, an NGO reported that a court convicted sex traffickers under pimping laws that carried lesser penalties.

Civil society criticized the outcome of a trial involving labor trafficking charges against three Greek foremen accused of shooting into a crowd of some 200 Bangladeshi migrant workers who had been protesting over six months of unpaid wages at a strawberry farm. In July 2014, a Greek court acquitted the farm owner and his lead foreman and suspended prison sentences against two other alleged offenders pending appeal. A statement issued by an NGO highlighted flaws in the preliminary investigation of the incident, lack of independent interpreters used in victim examinations, and lack of police protection for the victims. There have been no confirmed instances of labor inspections finding similar cases of trafficking in rural areas where seasonal agricultural work occurs, despite reports of their existence from NGOs and journalists.

The anti-trafficking police unit held seminars on trafficking for police cadets and webinars for police directorates. The government did not provide comprehensive trainings for judges or prosecutors on trafficking cases or using a victim-centered approach. Police reported suspending several corrupt police officers involved in bribery, blackmail, and the exploitation of women, although the women in these cases have not been confirmed to be trafficking victims. In May 2014, police arrested members of a criminal ring involved in the sexual exploitation of foreign women; the alleged ringleader was a policeman who was suspended pending further investigation. There is no confirmation that this case was related to trafficking victims, and the case remained pending at the end of the reporting period. In 2013, two police officers were arrested for involvement in a sex trafficking ring and charged with providing internal police information to traffickers; this case remained under investigation with no trial scheduled by the end of the reporting period.

PROTECTION

The government's protection efforts decreased in some areas, but increased in others. Police identified a total of 64 potential trafficking victims, compared with 99 in 2013; 48 were victims of sexual exploitation and 16 were victims of forced begging or labor exploitation. Fourteen victims were children. Thirty officially recognized and potential victims received assistance from the government, an increase from 22 in 2013. Eighteen victims received services through government-run shelters, an increase from 15 in 2013. The government was unable to determine how much funding was spent exclusively on victim assistance, and NGOs expressed concerns regarding government funding shortfalls caused by Greece's six-year economic crisis and fiscal measures imposed as part of Greece's international bailout. Trafficking victims could access one state-run emergency shelter for victims of violence prior to their referral to one of 21 state-run shelters for victims of violence regardless of residency status. Only those victims with residence permits or who were EU nationals could access the 21 state-run shelters. NGOs also administer shelters funded by government and private funding where children, including victims of trafficking, are referred to for shelter and support services. The government had cooperation agreements and memoranda of understanding in place with three NGOs to house, protect, and assist children in danger, including underage trafficking victims, and female victims of violence, including trafficking victims. The government provided in-kind donations in the form of rent-free buildings for four NGO shelters that assisted victims of violence. Twenty officially recognized trafficking victims and 10 potential victims received government-funded assistance including psychological support, medical care, and legal aid. Eighteen sex trafficking victims stayed at government-run shelters; NGOs sheltered an additional 13 trafficking victims. A privately funded NGO ran the only shelter exclusively for trafficking victims in Greece, which was also the only shelter that could accommodate male victims. Child victims were served in government-run shelters, NGO shelters, and facilities for unaccompanied minors, but were not housed in specialized facilities for trafficking victims. Reportedly, victims had difficulty obtaining medical care, as some health workers were unaware of victim service provisions. The government trained law enforcement, immigration officers, social service workers, labor inspectors, and health workers in identifying trafficking victims and on following written procedures to identify victims. Police had a screening process to ensure that possible victims of trafficking in custody were not deported or sent to migrant detention centers, and NGOs recommended that formal training should be compulsory for migrant detention center staff. NGOs reported positive cooperation with police anti-trafficking units and noted improvement in victim identification procedures, though efforts were still lagging, particularly at land and maritime borders.

Greek law provides witness protection to victims during trial; however, an NGO reported that no trafficking victims have received full witness protection privileges to date. Greek law provides for the presence of mental health professionals when victims are testifying. The law allows the use of audiovisual technology for remote testimony, but many courts lacked the capabilities to deploy these resources. Foreign nationals identified by a public prosecutor as a victim of trafficking could be granted a one-year residence permit, renewable every two years as long as a criminal investigation was ongoing. The government did not issue any new temporary residence permits to trafficking victims in 2014, compared with 12 issued in 2013. Authorities renewed the temporary residence permits of 32 female trafficking victims, compared with 42 renewed permits in 2013. A procedural change in the issuance and renewal of residence permits requires all

applicants, including trafficking victims, obtain all the relevant documents necessary to verify their status. Greek law exempts victims from punishment for unlawful acts committed as a direct result of being subjected to human trafficking. Greek authorities reportedly arrested and detained trafficking victims for prostitution offenses without screening for signs of trafficking.

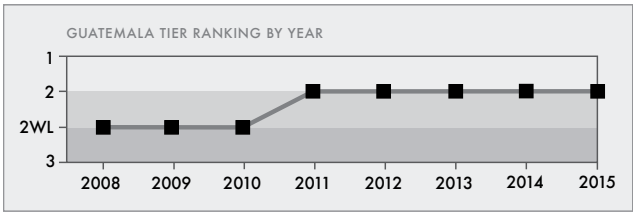
PREVENTION

The government sustained efforts to prevent trafficking. The Office of the National Rapporteur on Human Trafficking, which is charged with coordinating anti-trafficking efforts, continued to increase its staffing. There was no national action plan exclusively for anti-trafficking efforts; however, awareness-raising and training on trafficking was included in the national action plan for human rights. To address demand for labor trafficking, the office of the national rapporteur signed a memorandum of cooperation with a network of companies committed to slave-free supply chains. The office of the national rapporteur also supported numerous events to raise public awareness on trafficking-in-persons issues. The government continued a public awareness campaign with a hotline targeting female victims of violence, including trafficking victims, and continued to run an anti-trafficking public awareness campaign on television, radio stations, and social media targeting female victims of violence, including human trafficking. NGOs reported a need to increase trafficking prevention efforts in Greece's border areas where Romani and Muslim minority populations are concentrated. The government ratified the Council of Europe Convention on Action against Trafficking in Human Beings in April 2014. The government made efforts to reduce the demand for commercial sex acts. The government provided anti-trafficking guidance for its diplomatic personnel. New Greek diplomats were provided manuals on identification of trafficking victims to facilitate granting visas.

GUATEMALA: Tier 2

Guatemala is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Guatemalan women, girls, and boys are exploited in sex trafficking within the country and in Mexico, the United States, Belize, and other foreign countries. Foreign child sex tourists, predominantly from Canada, the United States, and Western Europe, and Guatemalan men, exploit children in prostitution. Women and children from other Latin American countries and the United States are exploited in sex trafficking in Guatemala. Guatemalan men, women, and children are subjected to forced labor within the country, often in agriculture or domestic service, and in agriculture, the garment industry, small businesses, and domestic service in Mexico, the United States, and other countries; domestic servitude in Guatemala sometimes occurs through forced marriages. Indigenous Guatemalans are particularly vulnerable to labor trafficking. Guatemalan children are exploited in forced labor in begging and street vending, particularly within Guatemala City and along the border area with Mexico. Child victims' family members are often complicit in their exploitation. Criminal organizations, including gangs, exploit girls in sex trafficking and coerce and threaten young males in urban areas to sell or transport drugs, commit extortion, or be hit men. Some Latin American migrants transiting Guatemala *en route* to Mexico and the United States are subjected to sex trafficking or forced labor in Mexico, the United States, or Guatemala. Media sources have reported allegations of widespread sexual violence committed by staff in a government psychiatric facility; some of this abuse may comprise sex trafficking. Police, military, and elected officials have been investigated for paying children for sex acts, facilitating child sex trafficking, or protecting venues where trafficking occurs.

The Government of Guatemala does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government increased anti-trafficking law enforcement efforts—convicting more traffickers in 2014 than in 2013 and obtaining the country's first convictions for labor trafficking. The Secretariat against Sexual Violence, Exploitation, and Trafficking in Persons (SVET) enhanced government coordination on anti-trafficking initiatives, including through the establishment of department-level networks to raise awareness of trafficking. The government opened and fully funded two specialized shelters and increased funding for services for child sex trafficking victims, but the overall number of victims receiving assistance declined compared with 2013. There remained no shelter options for adults that permitted freedom of movement, and specialized services for male victims and labor trafficking victims were limited. Authorities did not prosecute or convict any government officials for complicity in trafficking crimes, and complicity investigations from previous years languished in the pre-trial phase.



RECOMMENDATIONS FOR GUATEMALA:

Improve access to specialized services for all victims, including for male victims; increase efforts to hold government officials criminally accountable for complicity in trafficking; pursue legislative changes that would permit adults access to open shelters, witness protection, and non-residential service options; continue efforts to vigorously investigate and prosecute trafficking offenses, especially suspected cases of forced labor and domestic servitude, with the goal of convicting and punishing traffickers; increase training for judges, who under Guatemalan law have the sole responsibility to refer victims to care, to ensure all victims are referred to appropriate care facilities; provide reintegration and witness protection support to victims to increase their security after they leave shelters; sustain funding for specialized victim services, including those administered by NGOs; increase efforts to identify trafficking victims, particularly among vulnerable populations such as working children, returning migrants, individuals in the sex trade, and children apprehended for illicit gang-related activities; sustain existing child sex tourism prevention activities and increase efforts to investigate, prosecute, and convict child sex tourists; target prevention activities toward the most vulnerable populations, including indigenous communities; and continue anti-trafficking training for relevant officials.

PROSECUTION

The government strengthened efforts to prosecute and convict sex and labor traffickers, but did not prosecute or convict any

public officials complicit in trafficking. The anti-trafficking law of 2009 prohibits all forms of trafficking, although it includes irregular adoption as a form of trafficking, and prescribes penalties from eight to 18 years' imprisonment, which are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The government initiated investigations of 402 trafficking cases and prosecuted 62 individuals for "trafficking-related" offenses in 2014; the majority of cases involved sex trafficking, while an unknown number involved forced labor. Authorities convicted 20 traffickers, with sentences ranging from eight to 48 years' imprisonment. In comparison, the government prosecuted 67 suspects and convicted 10 traffickers in 2013. Among the traffickers convicted in 2014 were four individuals who forced girls to work in bars, restaurants, and hotels; these represent the first labor trafficking convictions in Guatemala. Anti-trafficking police and prosecutors' ability to conduct investigations outside of the capital, while improved, continued to be limited by a lack of funding. Some members of the judiciary lacked adequate proficiency to correctly apply the country's anti-trafficking law. Local experts reported some prosecutors lacked adequate training, and at times charged suspected traffickers using laws that carry lesser sentences. Officials identified few cases of forced labor or cases that did not involve organized crime elements. Officials did not identify any cases of forced criminal activity. Guatemalan authorities held training sessions for prosecutors, social workers, and other officials. With international support, the government trained 219 labor inspectors, police, and migration officials on trafficking. The government cooperated with officials in Mexico, El Salvador, Honduras, and Nicaragua on trafficking investigations.

Trafficking-related corruption impeded anti-trafficking efforts. Police, military, and elected officials have been investigated for paying children for sex acts, facilitating child sex trafficking, or protecting venues where trafficking occurs. The government investigated one local official for purchasing commercial sex acts from a child in 2014. It did not prosecute or convict any officials for complicity in human trafficking during the reporting period, nor did it report any developments in four criminal investigations of complicit government officials from the previous year. High-profile cases involving officials complicit in trafficking crimes stalled; charges against the son of a late Supreme Court justice implicated in a child sex trafficking ring remained under appeal for more than a year, and there were no developments in cases against 16 other individuals implicated in this ring.

PROTECTION

The government made limited progress in protecting victims, but the majority of identified victims did not receive services, and the number of victims receiving services declined. Authorities maintained standard operating procedures for identifying sex trafficking victims, and labor officials implemented a protocol to identify potential sex and labor trafficking victims during labor inspections. The government identified 287 victims and NGOs identified an additional 50 victims, a decrease from 570 potential victims identified in 2013. Authorities did not provide complete statistics on the age and gender of victims or the type of trafficking they experienced; at least 90 were girls, 26 were boys, and 16 were women.

In 2014, the government adopted a protocol to guide government agencies in procedures to assist victims. Guatemalan law requires judges to make all referrals to public or private shelters; in 2014, judges referred 132 victims to shelters, a decrease from 196 in 2013. The majority of identified victims, 205, was not referred and therefore did not receive services. In September 2014, the government opened two shelters dedicated to providing short-term accommodation, and medical, psychological, and educational services, to child trafficking victims; these shelters assisted 36 children. The government gave 3.45 million quetzales ($452,000) to one NGO that provided shelter and specialized services to 34 victims; it also provided funding to an NGO that served female victims of violence, including five trafficking victims. Another NGO provided services for 11 girls. There were few services in the country available for male victims; most boys and some girls were placed in a government shelter that housed child victims of abuse or neglect as well as child offenders. In 2014, 30 children were placed in this facility; there are reports that trafficking victims were not always separated from other residents, and local experts reported concerns with safety and quality of care in this shelter. There were no shelters for men. The sole facility available to women was a government shelter that restricted residents' movements outside the shelter, effectively denying their ability to earn an income or participate in other outside activities while in the shelter. Sixteen women chose to reside in this shelter in 2014; those who did not were not eligible to receive the government's psychological, social, or vocational services for trafficking victims.

NGO shelter operators expressed concern for victims' safety upon being discharged from shelters. They cited insufficient ongoing case management and reintegration services in government shelters, leaving some victims vulnerable to re-trafficking or retaliation from traffickers—particularly those whose cases involved organized crime groups or public officials. NGOs provided the only services to fill this gap, at times sheltering victims on a long-term basis. Judges at times referred child victims to their families, leaving some vulnerable to re-trafficking, as family members were often complicit in their exploitation. Officials had difficulty recognizing domestic servitude or other types of forced labor not involving criminal networks as human trafficking; victims of these forms of trafficking were unlikely to be referred to protective services.

Authorities encouraged victims to assist with the investigation and prosecution of traffickers, and an unspecified number did so, with legal and psychological support from NGOs. Victims residing in government facilities did not receive adequate legal support or witness protection. Prosecutors cited the lack of appropriate protection options for adult victims as a significant impediment to pursuing prosecutions in cases involving adults. Victims had the right to file civil claims; legal teams in NGO shelters assisted at least 10 victims in obtaining restitution from criminal convictions. There were no reports identified victims were detained, fined, or otherwise penalized for unlawful acts committed as a direct result of being subjected to human trafficking. The government, however, did not recognize children forced to engage in criminal activity as trafficking victims; officials and NGOs acknowledged some of these victims may have been prosecuted or otherwise treated as criminals. Repatriated victims could be referred to services, though authorities typically did not screen for indicators of trafficking among the large numbers of Guatemalans returned from abroad, including unaccompanied migrant children. Guatemalan law provided legal alternatives to the removal of foreign victims who may face hardship or retribution upon return to their home countries, but all known foreign victims opted for repatriation.

PREVENTION

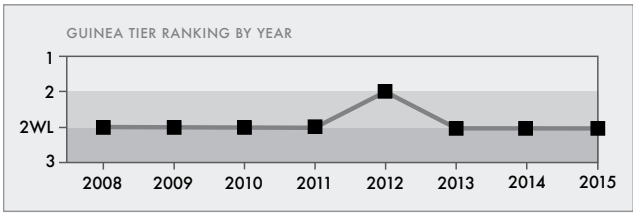
The government continued strong prevention efforts. SVET, which

reports directly to the vice president, continued to oversee the interagency anti-trafficking commission and coordinate government efforts against trafficking as well as gender-based violence. In October 2014, the government approved a new 10-year anti-trafficking public policy. The government established 13 additional regional interagency commissions against trafficking and sexual violence, bringing the total to 23. The government conducted numerous awareness campaigns that included information about trafficking and reached more than 127,000 members of the public; some officials expressed concern these were not effective in reaching the most vulnerable segments of the population, including indigenous communities. The government, in partnership with civil society, continued to recruit partners in the tourism industry to sign a code of conduct that encouraged signatories to report potential cases of child sex tourism to authorities, and it implemented an awareness campaign against child sex tourism. However, there were no reported prosecutions or convictions of child sex tourists or other individuals who purchased commercial sex from children. The government provided anti-trafficking training for its diplomatic personnel and for Guatemalan troops prior to their deployment abroad on international peacekeeping missions. The government took no discernible efforts to reduce the demand for forced labor.

GUINEA: Tier 2 Watch List

Guinea is a source, transit, and—to a lesser extent—destination country for men, women, and children subjected to forced labor and sex trafficking. The majority of trafficking victims are children, and trafficking is more prevalent among Guinean citizens than foreign migrants in Guinea. Girls are sometimes sent to intermediaries who subject them to domestic servitude and commercial sexual exploitation, while boys are forced to beg on the streets, work as street vendors or shoe shiners, or labor in gold and diamond mines. Some women, men, and children are subjected to forced labor in agriculture. For example, reports indicate children are sent to the coastal region of Boke for forced labor on farms or to Senegal for education in Koranic schools, some of which exploit students through forced begging. Some Guinean boys and girls are subjected to forced labor in gold mining in Senegal, Mali, and possibly other West African countries. Guinea is a transit point for West African children subjected to forced labor in gold mining throughout the region. A small number of girls from neighboring West African countries migrate to Guinea, where they are subjected to domestic servitude and to possible commercial sexual exploitation. Women and girls are subjected to domestic servitude and sex trafficking in various countries in West Africa, Europe, the Middle East, and the United States. During the reporting period, there were increased reports of girls and women exploited in sex trafficking in Europe. Boys are exploited in prostitution in the Netherlands. Thai, Chinese, and Vietnamese women are subjected to forced prostitution in Guinea.

The Government of Guinea does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Guinea is placed on Tier 2 Watch List for a third consecutive year. Guinea was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking and it has committed to devoting sufficient resources to implement that plan. During the reporting period, an outbreak of Ebola Virus Disease severely affected the country and overwhelmed the government's resources and capacity to effectively address a variety of issues, including trafficking in persons. Although the government prosecuted four alleged traffickers and convicted three traffickers during the reporting period, it imposed inadequate sentences. The government did not provide adequate resources or training to law enforcement and judiciary personnel, identify or provide protective services to victims, provide any funding to support activities of its national anti-trafficking committee, or take any tangible action to prevent trafficking during the reporting period.



RECOMMENDATIONS FOR GUINEA:

Increase efforts to investigate and prosecute trafficking offenses, and convict and impose adequate sentences on trafficking offenders, including complicit officials; provide specialized anti-trafficking training to law enforcement officials and magistrates; increase prescribed penalties for forced prostitution; provide specialized training to border officials to recognize both adult and child trafficking victims and to refer them to protective services; regularly convene the national anti-trafficking committee and provide adequate resources and training to committee members to support their efforts; develop and implement a national action plan to combat trafficking in persons; develop systemic procedures for the referral of victims to care; strengthen partnerships with NGOs and international organizations to ensure improved care for victims; enhance collaboration and information sharing mechanisms among government agencies involved in combating trafficking; and increase efforts to raise public awareness about trafficking, including the trafficking of adults.

PROSECUTION

The government maintained modest anti-trafficking law enforcement efforts. Guinean law does not prohibit all forms of trafficking; for example, debt bondage is not criminalized. Article 330 of the 2012 penal code prohibits forced prostitution and prescribes penalties of two to five years' imprisonment; these penalties are sufficiently stringent, but not commensurate with penalties prescribed for other serious crimes, such as rape. Article 337 of the 2012 penal code prohibits individuals from entering into agreements to deprive third parties of their liberty, prescribing penalties of five to 10 years' imprisonment and confiscation of any proceeds from the crime. Articles 385-396 of the 2009 child code prohibit all forms of child trafficking and prescribe penalties of five to 10 years' imprisonment and the confiscation of any proceeds from the crime. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. These penalties are not, however, generally imposed in practice as Article 49 of the criminal code generally authorizes judges, if they find "mitigating" circumstances, to reduce

imprisonment to less than 16 days and a nominal fine or even simply a maximum fine of two million Guinean francs ($270).

The government did not initiate any new investigations during the reporting period. However, it concluded an investigation from March 2014, which led to four prosecutions and the conviction of three trafficking offenders for forced child labor, an increase from the previous year, in which the government only prosecuted and convicted one trafficking offender. Nonetheless, the court issued inadequate sentences for the three offenders convicted in 2014, penalizing each trafficker with only four months' imprisonment—the amount of prison time already served at the time of sentencing—rather than the applicable minimum sentence of five years' imprisonment. The Office for the Protection of Gender, Children, and Morals within the Guinea police, responsible for investigating trafficking and child labor, remained severely underfunded. The government did not provide any anti-trafficking law enforcement training during the reporting period. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses; however, general corruption among law enforcement and the judiciary remained an issue.

PROTECTION

The government demonstrated minimal efforts to protect trafficking victims. The government failed to proactively identify or directly provide services to trafficking victims during the reporting period; furthermore, it did not provide funding or in-kind support to NGOs that assisted victims. The government continued to refer child victims to NGOs on an *ad hoc* basis and, in one case, worked with NGOs to reunite victims with their families. In that case, the government worked with the Government of Senegal to repatriate 12 victims of forced child labor to Guinea and then subsequently worked with an NGO to ensure that the children were ultimately reunited with their families.

Although legally available, the government did not provide temporary or permanent residency to any victims from countries where they would face retribution or hardship. There was no evidence the government encouraged trafficking victims to participate in the investigation or prosecution of their traffickers during the year; reports indicated victims, or victims' parents in cases involving children, were reluctant to file claims against trafficking offenders due to limited access to justice, a lack of confidence in the justice system, corruption, and potential threats of reprisal. There were no reports that the government detained, fined, or jailed victims for unlawful acts committed as a result of being subjected to trafficking; however, due to a lack of formal victim identification procedures, some unidentified victims may have been penalized for such crimes.

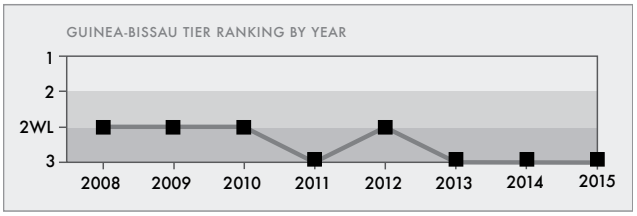
PREVENTION

The government demonstrated minimal efforts to prevent trafficking. The national anti-trafficking committee drafted a national action plan in July of 2014; however, this plan was not finalized at the end of the reporting period. Nonetheless, the government adopted an interim written plan. The committee did not receive an operational budget and remained inactive for the majority of the reporting period. The government did not launch any trafficking awareness campaigns. It did not take any tangible steps to reduce the demand for forced labor or commercial sex acts. During the reporting period, the government did not provide anti-trafficking training or guidance for its diplomatic personnel or peacekeeping troops deployed abroad.

GUINEA-BISSAU: Tier 3

Guinea-Bissau is a source country for children subjected to forced labor and sex trafficking. The extent to which adults are subjected to forced labor or forced prostitution is unclear. Many Bissau-Guinean boys attend Koranic schools led by religious teachers, known as *marabouts*; some corrupt or unscrupulous *marabouts* force such boys into begging in Guinea Bissau. Some *marabouts* subsequently transport boys to Senegal or, to a lesser extent, Mali or Guinea, for the same purpose. The principal traffickers are men from the regions of Bafata and Gabu—often former students of the *marabouts*, known as *talibes*—who are generally well-known within the communities in which they operate. Bissau-Guinean boys are subjected to forced labor in street vending in Guinea-Bissau and in manual labor in the agriculture sector and mining in Senegal. Bissau-Guinean girls are subjected to forced labor in street vending and domestic servitude in Guinea and Senegal; a smaller number may be subjected to child prostitution in these countries.

The Government of Guinea-Bissau does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Although an elected constitutional government assumed power in June 2014, it did not demonstrate any progress over the reporting period, compared with the anti-trafficking efforts during the previous transitional government's administration. Despite enacting an anti-trafficking law and finalizing and adopting a national action plan in 2011, the government failed to demonstrate any notable anti-trafficking efforts for a third consecutive year. It did not take law enforcement action against suspected trafficking crimes, identify or provide adequate protection to trafficking victims, conduct any prevention activities, or implement its national action plan in 2014.



RECOMMENDATIONS FOR GUINEA-BISSAU:

Vigorously investigate and prosecute trafficking offenses and convict and punish trafficking offenders, including unscrupulous *marabouts* who use *talibes* for forced begging; provide anti-trafficking training to law enforcement, labor, and social welfare officials on victim identification and referral and case investigation techniques; train judicial personnel about the 2011 anti-trafficking law; reconvene the Inter-Ministerial Steering Committee on Trafficking and allocate specific funds for the implementation of the national action plan; establish a formal victim referral mechanism between the government, NGOs, and international organizations providing care to trafficking victims; improve data collection efforts, including the number of victims identified and referred to protective services; and make efforts to raise public awareness on human trafficking.

PROSECUTION

The government failed to demonstrate any notable law enforcement efforts. Public Law 12/2011 prohibits all forms of human trafficking and prescribes penalties of three to 15 years' imprisonment and the confiscation of any proceeds from the crime. The 2009 child code prohibits all forms of child trafficking and prescribes penalties of three to 10 years' imprisonment and the confiscation of any proceeds from the crime. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The government, however, did not use these or other existing laws to prosecute trafficking cases during the reporting period. In March 2015, the Judicial Police commenced an investigation of potential child labor trafficking; the investigation was ongoing at the close of the reporting period. Guinea-Bissau's judicial system lacks sufficient human and physical capital to function properly and corruption remains pervasive. The government did not provide any specialized training to law enforcement officials on investigating or prosecuting trafficking crimes. It did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses; however, observers report that some police and border guards might accept bribes from trafficking offenders.

PROTECTION

The government made inadequate efforts to identify and protect victims, although it provided modest financial assistance to one NGO that cared for trafficking victims. The government did not provide any statistics on the number of victims identified during the reporting period, though an NGO reported it had identified and provided services to 104 Bissau-Guinean child victims in its transit centers in 2014. The government did not make systematic efforts to identify victims proactively and, although it occasionally referred victims to NGOs and international organizations, it continued to rely entirely on these entities to provide all victim assistance. During the reporting period, the government contributed five million West African CFA francs ($9,280) to an NGO that operated two multipurpose shelters that provided care for an unknown number of victims; these facilities were severely underfunded and understaffed. There was no specialized care available to trafficking victims. While the government did not initiate any prosecutions during the reporting period, officials reported efforts to encourage adult family members and neighbors to participate in legal proceedings against suspected child traffickers. The government does not provide legal alternatives to removal to countries in which victims would face retribution or hardship. There was no evidence the government detained, fined, or jailed trafficking victims for unlawful acts committed as a result of their being subjected to trafficking.

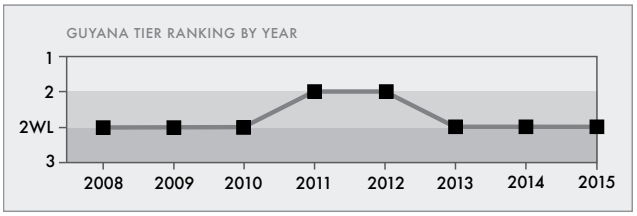
PREVENTION

The government did not make any tangible efforts to prevent trafficking in persons. There is no evidence the Inter-Ministerial Steering Committee on Trafficking, established in 2009 to coordinate the government's anti-trafficking efforts, continued to exist or that the government had taken any steps to implement the national action plan adopted by the previous government in 2011. This plan also obligates the government to contribute to anti-trafficking efforts from its general funds each year; however, with the exception of the funds allocated to the aforementioned NGO, no additional funds were dedicated to anti-trafficking efforts in 2014. The government took no discernible measures to reduce the demand for commercial sex acts or forced labor during the year. The government did not provide anti-trafficking training or guidance for its diplomats prior to their deployment abroad.

GUYANA: Tier 2 Watch List

Guyana is a source and destination country for men, women, and children subjected to sex trafficking and forced labor. Women and children from Guyana, Venezuela, Suriname, Brazil, and the Dominican Republic are subjected to sex trafficking in mining communities in the interior and in urban areas. Victims are subjected to forced labor in the mining, agriculture, and forestry sectors, as well as in domestic service and shops. Children are particularly vulnerable to sex trafficking and forced labor. Limited government presence in the interior renders the full scope of trafficking crimes unknown. Guyanese nationals are subjected to sex and labor trafficking in Suriname, Jamaica, and other countries in the Caribbean region. Some police officers are complicit in trafficking crimes, and corruption impedes anti-trafficking efforts.

The Government of Guyana does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Guyana is placed on Tier 2 Watch List for a third consecutive year. Guyana was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking, and it has committed to devoting sufficient resources to implement that plan. The government released its anti-trafficking action plan in June 2014; however, the government made uneven efforts to implement it during the reporting period. The government convicted only one trafficker—a police officer. The judiciary initially demonstrated positive progress in denying the trafficker's bail request; however, upon the trafficker's appeal of his sentence, it subsequently approved the bail request and released the trafficker. Government efforts to investigate, prosecute, and convict traffickers and identify and assist victims remained limited. The government provided insufficient support to NGOs that identified and assisted a significant number of victims.



RECOMMENDATIONS FOR GUYANA:

Vigorously investigate and prosecute sex and labor trafficking cases and hold convicted traffickers accountable with time in prison that is commensurate with the severity of the crime; provide increased funding for NGOs to identify and assist victims; investigate, prosecute, and convict government officials complicit in trafficking; make additional efforts to enable victims to appear in court and testify against traffickers in a way that does not further endanger victims; develop child-sensitive investigation procedures and court procedures that protect the privacy of children and

minimize their re-traumatization; in partnership with NGOs, develop and publicize written standard operating procedures to guide and encourage front-line officials—including police, health, immigration, labor, mining, and forestry personnel—to identify and protect victims of forced labor and forced prostitution; do not punish victims for crimes committed as a result of being subjected to human trafficking; and offer increased protection and assistance for victims near mining communities.

PROSECUTION

Law enforcement efforts remained insufficient. The Combating Trafficking of Persons Act of 2005 prohibits all forms of trafficking and prescribes sufficiently stringent penalties ranging from three years' to life imprisonment. These penalties are commensurate with penalties prescribed for other serious crimes, such as rape. Weak law enforcement efforts hindered the process of holding traffickers accountable. Between April 2014 and January 2015, the government investigated seven trafficking cases involving an unknown number of suspects and prosecuted four suspected traffickers. Information on the distribution of sex and labor trafficking cases was unavailable. The government convicted one trafficker, compared with three in 2013. The convicted trafficker was a police officer sentenced to four years' imprisonment for child sex trafficking; he was initially denied bail, but ultimately granted bail pending appeal on April 1, 2015. In 2013, the government released three convicted traffickers on bail while their cases were under appeal; these three convicted traffickers were still free on bail and had not had their appeals heard at the end of the reporting period. In 2014 and previous years, Guyanese courts ultimately dismissed the majority of ongoing trafficking prosecutions. The government trained eight police officers on trafficking victim identification and case investigation. Law enforcement cooperated with the Governments of Suriname and Jamaica on four international sex and labor trafficking cases.

PROTECTION

The government sustained some efforts to identify victims, but victim assistance remained insufficient, and the government penalized some suspected trafficking victims. The Ministry of Labour, Human Services, and Social Security reported referring 16 potential victims to care—largely provided by NGOs—between April 2014 and January 2015. The government did not provide information on how many victims were adults or children, male or female, or sex or labor trafficking victims. In comparison, the government reported identifying 23 victims in 2013, including 10 children, five male labor trafficking victims, and 18 sex trafficking victims. Government resources devoted to victim protection remained inadequate, and authorities did not consistently provide assistance specific to the needs of trafficking survivors. The government provided victims medical assistance, food, and counselling. An NGO—with 10 million Guyanese dollars ($49,500) in assistance from the government—operated a shelter for victims of domestic violence in Georgetown that assisted 14 victims of sex trafficking. A separate NGO provided housing and assistance to 12 victims of sex trafficking without government support. Donor-funded organizations provided much of the support for victims. In areas outside of the capital, NGOs provided shelter and assistance to victims, often in dangerous conditions, without any government funding. Longer-term shelter and protection was not available in Guyana, putting victims at risk of traffickers' reprisals as the government did not punish most traffickers with incarceration. Reports indicated identified victims were re-trafficked or became homeless after receiving inadequate protection services from the government. The government reported it was developing standard operating procedures to guide officials in identifying trafficking victims.

Victims often did not testify in court as officials failed to locate and inform them of court dates. Victims also did not testify when they had no transportation to courts or could not afford residency in Guyana in the months before their court date. The government did not adequately address this problem, which contributed to the low number of trafficking convictions. Guyana's law protects victims from punishment for crimes committed as a result of being subjected to human trafficking; however, in November, the government charged, and subsequently placed in police custody, a group of Nepalese suspected to have been subjected to trafficking while illegally present in Guyana. Government officials reported cooperation with NGOs to develop child-sensitive investigation and prosecution procedures; a lack of these procedures put children at risk of reprisal from traffickers. Guyana's law provides relief from deportation for foreign victims; the government did not report extending such relief to foreign victims over the past year.

PREVENTION

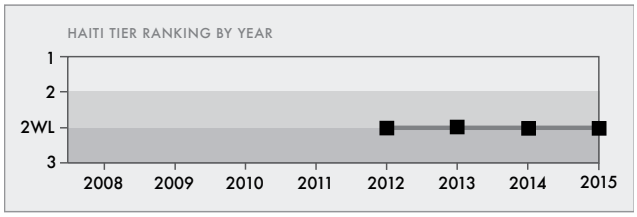
The government sustained efforts to prevent trafficking. The government's ministerial taskforce consisted of representatives from multiple government entities and two NGOs. A leading NGO that has played a significant role in identifying and assisting trafficking victims was not included, despite the organization's critical role in victim protection. The government released an action plan to address trafficking in June 2014; however, it made uneven efforts to implement the plan. It conducted a variety of awareness-raising activities including distribution of posters at checkpoints in the interior, programs at secondary schools, community awareness initiatives, and publication of a newspaper article in observance of trafficking awareness day. The government operated a trafficking hotline, but did not report how many calls it received. The government did not make efforts to reduce the demand for commercial sex acts or forced labor. The government did not provide anti-trafficking training or guidance for its diplomatic personnel.

HAITI: Tier 2 Watch List

Haiti is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Most of Haiti's trafficking cases consist of children in domestic servitude vulnerable to beatings, sexual assaults, and other abuses by individuals in the homes in which they are residing. A significant number of dismissed and runaway child domestic servants end up in prostitution or are forced into begging or street crime. Citizens of the Dominican Republic are exploited in sex trafficking and forced labor in Haiti. Other vulnerable populations include: low-income Haitians; children working in construction, agriculture, fisheries, and street vending; women and children living in camps for internally displaced persons set up as a result of the 2010 earthquake; female-headed or single-parent families; children in unscrupulous private and NGO-sponsored residential care centers; and Haitians without documentation, including those returning from the Dominican Republic or The Bahamas. Haitians are vulnerable to fraudulent labor recruitment abroad. Haitian children are exploited in prostitution, domestic servitude, agriculture,

construction, and forced begging in the Dominican Republic. Haitian adults and children are exploited in forced labor primarily in the Dominican Republic, other Caribbean countries, South America, and the United States. Deficiencies and corruption in the judicial system impair efforts to prosecute criminals, including traffickers.

The Government of Haiti does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Haiti is placed on Tier 2 Watch List for a fourth consecutive year. Haiti was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to meet the minimum standards for the elimination of trafficking and is devoting sufficient resources to implement that plan. The government reported four investigations and prosecuted two suspects under Haiti's 2014 anti-trafficking law and identified 22 potential trafficking victims, a significant increase from the number identified in 2013. The government also developed a new national anti-trafficking action plan. The government has not convicted any traffickers and identified and assisted few victims of forced labor compared to the scope of the problem. The government lacked adequate victim identification and referral procedures and relied on NGOs to assist victims with minimal government support.



RECOMMENDATIONS FOR HAITI:

Vigorously investigate, prosecute, convict, and sentence traffickers, including those responsible for domestic servitude and child sex trafficking; implement the new national anti-trafficking action plan; increase funding for trafficking victim assistance, including by working with the donor community to develop long-term, sustainable funding mechanisms for trafficking victim service providers; enforce provisions to guarantee victims are not detained or penalized for crimes committed as a direct result of being subjected to human trafficking; continue to train police, prosecutors, and judges on trafficking; and in partnership with NGOs, adopt and employ formal procedures to guide officials in proactive victim identification and referral of child and adult victims to appropriate shelters and services.

PROSECUTION

The government made progress in anti-trafficking law enforcement efforts, but continued to lack any trafficking convictions. In June 2014, authorities enacted Law No. CL/2014-0010, which prohibits all forms of human trafficking and prescribes penalties of seven to 15 years' imprisonment. The law provides for increased penalties of up to life imprisonment for human trafficking committed with aggravating circumstances, such as if the victim is a child or the trafficker is a public official, among other circumstances. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The judiciary's systemic weaknesses and vulnerability to corruption hampered implementation of the law. Laws criminalizing trafficking-related crimes, such as abuse of children or prostitution, may be used to hold traffickers accountable, although there were no reports that traffickers were ever convicted under these laws. In contrast with the previous three reporting periods, the government reported four investigations and two prosecutions involving two suspected traffickers using the new law. One case involved the attempted labor trafficking of 17 children and the other involved sex trafficking of three foreign girls and two women. One of the two suspects was placed in pre-trial detention, and authorities issued an arrest warrant for the second suspect. After the judge's mandate expired in the first case, the government reassigned the case to ensure the investigation could move forward. At the close of the reporting period, no traffickers had been convicted. Law enforcement pursued a third investigation initially believed to be a human trafficking case, but it was subsequently prosecuted under other charges. In a fourth case, a U.S. citizen was investigated and charged for alleged crimes against children, including potential trafficking; but the charges were later dropped. The government did not report any investigations, prosecutions, or convictions of government employees for alleged complicity in trafficking-related offenses. The government continued efforts to train new police cadets on human rights issues, and to improve the response to crimes, including trafficking, against marginalized groups.

PROTECTION

The government sustained some efforts to identify and assist trafficking victims. The government did not systematically track data regarding trafficking victim identification, but reported working with NGOs to reunify more than 250 child domestic workers in exploitative situations with their families. Haitian authorities identified five potential foreign victims and 17 potential Haitian victims and worked with an international organization to facilitate the voluntary return of foreign victims. In 2014, Haitian officials removed some children from vulnerable situations and placed them in appropriate care; however, NGOs noted some children placed in transitional homes did not receive adequate assistance. Authorities did not adopt stand-alone, government-wide procedures to guide all front-line responders in the identification and referral of potential victims. Observers noted officials' ability to identify victims, in the absence of such guidelines, varied widely. The government also did not have standard protocols to conduct forced labor inspections. The government improved referral by establishing eight child protection and eight women protection referral networks, which include referral for trafficking victims.

NGOs provided the majority of victim care services without government funds. Labor and social welfare inspectors often lacked basic materials and reliable transport. The budget for the Institute for Social Welfare and Research (IBESR) was insufficient to cover the basic protection needs of children throughout Haiti, including trafficking victims. Two state institutions provided care for vulnerable children, some of whom were at risk of becoming trafficking victims, but authorities did not report if any trafficking victims were housed at these facilities in 2014. The government did not offer any specific services for adult victims. The government did not have a formal program to assist victims who returned to Haiti. In preparation for potential increased migration across the border after the June 15 deadline for registration of migrant workers in the Dominican Republic, the government began coordinating efforts with international organizations and NGOs to receive potential expellees. Concurrently, the government continued to work with the Government of the Dominican Republic to ensure

that any expulsions were conducted in a measured and humane manner. The 2014 anti-trafficking law establishes formal victim protection policies to encourage trafficking victims to assist in the investigation and prosecution of trafficking offenders and prohibits penalizing victims for crimes committed as a direct result of being subjected to human trafficking. However, observers reported law enforcement officials sometimes detained children before they were transferred to social services. The law provides immigration relief for foreign victims of human trafficking; however, authorities had not used the provision because the identified foreign national victims chose to return to their country of origin.

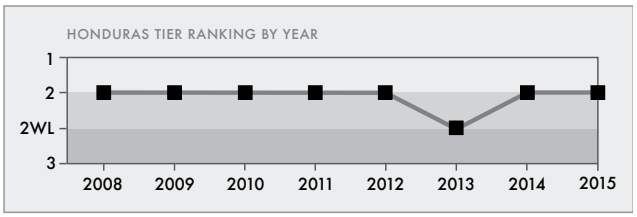
PREVENTION

The government sustained efforts to prevent trafficking. Authorities adopted a national anti-trafficking action plan spanning March 2015 through 2017. An informal inter-ministerial working group to coordinate governmental anti-trafficking efforts met during the reporting period, as did the national commission for the elimination of the worst forms of child labor. With foreign government funding, the government launched a national anti-trafficking awareness campaign as a series of radio spots on the 2014 anti-trafficking law, trafficking indicators, and sanctions for traffickers. The government managed a social services hotline, and authorities conducted 52 investigations stemming from hotline calls, including four for potential trafficking. The government also continued a campaign to raise public awareness about child labor, child trafficking, and other child protection concerns. IBESR closed five residential care centers in 2014 that were operating in violation of international standards, and removed children from exploitative situations where they were exposed to a high risk of human trafficking. The government also continued a partnership with community representatives to monitor night clubs for sexual exploitation. The 2014 anti-trafficking law includes sanctions for individuals who knowingly procure commercial sex acts from trafficking victims, but authorities had not used the sanctions to hold purchasers accountable and did not report efforts to reduce the demand for forced labor. The government did not provide anti-trafficking training for its diplomatic personnel. Authorities did not report any convictions for child sex tourism.

HONDURAS: Tier 2

Honduras is principally a source and transit country for men, women, and children subjected to sex trafficking and forced labor; to a much lesser extent, it is a destination for women and girls from neighboring countries subjected to sex trafficking. Honduran women and children are exploited in sex trafficking within the country and in other countries in the region, particularly Mexico, Guatemala, El Salvador, and the United States. LGBT Hondurans are particularly vulnerable to sex trafficking. Honduran men, women, and children are subjected to forced labor in agriculture, street vending, and domestic service in Honduras and forced labor in other countries, particularly in Guatemala, Mexico, and the United States. Indigenous Miskito boys from Honduras are vulnerable to forced labor; there has been at least one case in recent years of forced labor on a fishing vessel. NGOs report criminal organizations, including gangs, exploit girls in sex trafficking, force children into street begging, and coerce and threaten young males in urban areas to transport drugs, commit extortion, or act as hit men. During the year, there were increasing reports of children being subjected to sex trafficking on the streets of large cities, particularly the economic center of San Pedro Sula, under the guise of street begging. Honduras is a destination for child sex tourists from Canada and the United States. Some migrants to the United States are subjected to forced labor, forced criminal activity, or sex trafficking *en route* or upon arrival. Latin American migrants transit Honduras *en route* to northern Central America and North America; some are subsequently exploited in sex trafficking and forced labor. Prosecutors reported some local police provided protection to brothel owners or tipped them off about impending raids, and security officials have been investigated for purchasing commercial sex acts from child trafficking victims. There was one media report of a child sex trafficking ring in Tegucigalpa that allegedly operated with police and high-level government protection.

The Government of Honduras does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government launched a dedicated helpline for identifying trafficking victims and established an "immediate response" team to refer identified victims to NGOs for services. Authorities continued to prosecute traffickers, though they did not obtain any convictions. Law enforcement efforts were inadequate, with a focus limited primarily to child sex trafficking. The government relied on civil society organizations to provide the vast majority of services to victims and lacked guidelines to identify trafficking victims among vulnerable populations.



RECOMMENDATIONS FOR HONDURAS:

Increase efforts to prosecute trafficking offenses, and to convict and sentence traffickers, especially for forced labor crimes and sex trafficking of adults; conduct thorough and transparent criminal investigations and prosecutions of alleged government complicity in trafficking offenses, and convict and sentence complicit officials; improve victim referral mechanisms and provide specialized services and shelter to all victims through increased funding to government entities or civil society organizations; develop and implement formal procedures to identify victims among vulnerable populations, including child workers identified by labor inspections, children apprehended for illicit gang-related activities, and repatriated child migrants and refer them to service providers; develop policies and train officials to protect child victims from re-victimization in the criminal justice system; take measures to increase the number of adult victims identified and assisted, including repatriated Hondurans; enforce laws punishing brokers for illegal practices which facilitate trafficking, such as fraudulent offers of employment or excessive fees for migration or job placement; increase training and resources for the dedicated anti-trafficking police and prosecutorial units, as well as staff on the "immediate response" team; increase the use of the anti-trafficking law in trafficking prosecutions; and finalize the national action plan for 2015-2020.

PROSECUTION

The government continued modest law enforcement efforts to combat child sex trafficking, but efforts to investigate and prosecute other forms of trafficking remained weak. The Honduran anti-trafficking law, enacted in April 2012, prohibits all forms of trafficking, prescribing penalties ranging from 10 to 15 years' imprisonment; these penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. This law, however, is inconsistent with international law; it conflates human trafficking with other crimes, such as illegal adoption, and establishes the use of force, deceit, or intimidation as an aggravating factor, rather than an essential element of most trafficking crimes. Many traffickers were prosecuted under non-trafficking statutes that prescribe lower penalties, such as those prohibiting pimping. Authorities reported investigating 36 cases of suspected trafficking, most of which involved child sex trafficking. The government prosecuted four suspects for sex trafficking with no convictions, compared with 17 individuals prosecuted and two convicted for trafficking crimes in the previous reporting period. All four prosecutions remained ongoing at the close of the reporting period.

The government increased the number of officials dedicated to investigating trafficking cases and organized a taskforce among prosecutors to jointly investigate trafficking and smuggling cases with links to organized crime. A lack of adequate human and material resources, however, limited the effectiveness of investigators and prosecutors, and insufficient funding forced officials to limit the number of raids on sites where child trafficking occurred. Authorities cooperated on trafficking investigations with officials from INTERPOL, El Salvador, Guatemala, and the United States. In October 2014, authorities arrested two high-ranking members of the police and the military for purchasing commercial sex acts from child trafficking victims. The government did not report any prosecutions or convictions of government officials complicit in human trafficking offenses. NGOs funded by international donors continued to deliver most of the anti-trafficking training available to government officials.

PROTECTION

Overall government efforts to identify, refer, and assist trafficking victims remained inadequate and authorities remained largely dependent on NGOs to fund and provide services. While immigration officials had a manual on victim identification, Honduran authorities lacked systematic procedures to identify trafficking victims among vulnerable populations, such as people in prostitution or working children. The government established an "immediate response" team with three dedicated staff members to identify victims among individuals apprehended by authorities, and in the last quarter of the reporting period this team assisted four victims. It was also responsible for running a dedicated helpline launched in June 2014 and for referring identified victims to NGOs to receive services. Between September 2013 and September 2014, NGOs provided assistance to 116 victims, an unknown number of whom were referred by the government.

There were limited services available for victims, and services for adult victims were particularly lacking. The government provided 371,460 lempiras ($17,700) to an NGO that operated the country's only specialized shelter for girl victims of sexual abuse and sex trafficking. Honduran consular officers in Mexico assisted four Honduran victims in obtaining humanitarian visas to remain in Mexico. Authorities made efforts to screen for indicators of trafficking among the large numbers of Hondurans returned from abroad, including unaccompanied migrant children, but procedures for referral to follow-up services were insufficient to ensure all identified victims received such care. The government encouraged victims to assist in investigations and prosecutions, but the lack of adequate victim and witness protection programs, exacerbated by a slow trial process and fear of retaliation by traffickers, caused many victims—particularly adults—to decline to cooperate. There were no reports of identified victims being penalized for unlawful acts committed as a result of being subjected to human trafficking. However, due to the lack of a formal mechanism to screen vulnerable populations, some unidentified victims may have been punished for such crimes, and children forced to engage in criminal activity by criminal groups were sometimes treated as criminals instead of victims. NGOs noted the criminal justice system often re-victimized child victims due to the lack of sensitivity of some officials and lack of protective services. The government allowed some child victims to provide testimony *via* videoconference or pre-recorded interviews. Honduran law provides eligibility for foreign victims to receive temporary residency status, including the ability to work, but none received this benefit in 2014.

PREVENTION

The government increased prevention efforts. The interagency, multi-stakeholder commission on child trafficking and commercial sexual exploitation coordinated efforts; although NGOs funded much of its work, the government, for the first time, distributed funding (allocated at the close of the previous reporting period) and provided office space for the commission. The commission established and trained 10 interagency committees to coordinate efforts at the local level. In May 2014, the president launched a coordinated communication campaign to raise awareness about the dangers of trafficking, and government officials continued to organize and participate in awareness raising events funded by NGOs. The commission finalized implementing guidelines for the 2012 law and began drafting, but did not complete, a new national action plan for the years 2015-2020. The government did not make efforts to punish labor recruiters or brokers for illegal practices that increase migrants' vulnerability to exploitation abroad. The government did not report any investigations, prosecutions, or convictions of child sex tourists. The government provided anti-trafficking training for its diplomatic personnel. It did not make efforts to reduce the demand for commercial sex acts or forced labor.

HONG KONG: Tier 2

The Hong Kong Special Administrative Region of the People's Republic of China is a destination, transit, and source territory for men, women, and children subjected to sex trafficking and forced labor. Victims include citizens from mainland China, the Philippines, Thailand, other Southeast Asian countries, Nepal, Colombia, Chad, and Uganda. More than 320,000 foreign domestic workers from Indonesia, the Philippines, Burma, and Bangladesh work in Hong Kong; some become victims of forced labor in the private homes in which they are employed. Recruiters in the Philippines and Indonesia generally charge excessive job placement fees, which may lead to situations of debt bondage in Hong Kong. Some domestic worker employment agencies in Hong Kong charge fees in excess of the maximum allowed under Hong Kong law. The accumulated debts sometimes amount to up to 80 percent of workers' salaries for the first seven to eight months of employment. Some workers

are unwilling to report abusive employers for fear of losing their jobs and being unable to repay their debts; some employers or employment agencies illegally withhold passports, employment contracts, or other possessions until the debt is paid. Domestic workers have also reported working 17-hour days, receiving less than minimum wage, experiencing physical or verbal abuse and confinement in the employer's home, and not receiving a legally required weekly day off. Separately, criminal syndicates or acquaintances sometimes lure women to Hong Kong using false promises of lucrative employment and subsequently force them into prostitution to repay money owed for passage to Hong Kong. Traffickers psychologically coerce some sex trafficking victims by threatening to reveal photos or recordings of the victims' sexual encounters to their families. Hong Kong is a transit point for Southeast Asian fishermen subjected to forced labor on fishing ships bound for Fiji and other ports in the Pacific. "Compensated dating" continues to facilitate the prostitution of Hong Kong children and make them vulnerable to trafficking.

The Government of Hong Kong does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2014, the government convicted one alleged trafficker in a highly publicized case involving an Indonesian domestic worker for various labor violations, including multiple trafficking indicators. The government continued to partially fund six NGO-run shelters and three government-owned and -operated shelters for victims of abuse and trafficking, and it continued distribution of anti-trafficking information pamphlets to foreign domestic workers. The government also continued law enforcement training, investigations, prosecutions, and cooperation with the consulates of labor-sending countries. Authorities also instituted a new waiver of visa renewal fees for foreign domestic workers who are victims and potential witnesses in criminal cases. However, Hong Kong's laws do not specifically prohibit all forms of trafficking. In 2014, the government did not prosecute any suspects for trafficking and reported significantly fewer convictions than in 2013. The government did not consistently screen women arrested for prostitution or immigration violations to determine if they were trafficking victims. Although officials identified 26 potential victims, they did not refer them to or provide them with protective services, unlike in 2013.

RECOMMENDATIONS FOR HONG KONG:

Enact a comprehensive anti-trafficking law that prohibits all forms of trafficking in accordance with the definitions set forth in the 2000 UN TIP Protocol; proactively identify sex and labor trafficking victims among vulnerable populations, such as mainland Chinese and foreign migrants, domestic workers, and women and Hong Kong children in prostitution, and refer them to available services; vigorously prosecute suspected labor traffickers, especially those who exploit foreign domestic workers; grant foreign victims permission to work and study while participating in judicial proceedings against their traffickers; adopt an action plan to combat trafficking and commit resources to its implementation; increase protective services for vulnerable populations, such as foreign domestic workers and women in prostitution; do not penalize victims for crimes committed as a result of being subjected to trafficking; provide legal alternatives to foreign victims who may face hardship or retribution in their home countries; and educate law enforcement, government officials, and the public on trafficking definitions aligned with international standards.

PROSECUTION

The government decreased anti-trafficking law enforcement efforts. Authorities continued to define trafficking as the trans-border movement of people for prostitution, and Hong Kong laws do not specifically criminalize forced labor; this definition is inconsistent with the 2000 UN TIP Protocol definition of human trafficking. Section 129 of the Crimes Ordinance, which prohibits "trafficking in persons to or from Hong Kong," requires an element of trans-nationality given its focus on the movement of persons into or out of Hong Kong for prostitution, and it does not require the use of force, fraud, or coercion. Section 129 prescribes penalties of up to 10 years' imprisonment, which is sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. The government amended the prosecution code—an administrative handbook to guide prosecutors in building criminal cases—in 2013 to include the 2000 UN TIP Protocol's definition of trafficking. There was no parallel change in the criminal laws, however, and no reported increase in labor trafficking investigations or prosecutions in 2014.

In 2014, the government initiated four trafficking investigations, all of which remained pending at the close of the reporting year. It reported zero prosecutions under Section 129, compared with five in 2013. In 2014, officials reported one conviction for labor violations—a significant decrease from 10 sex traffickers convicted in 2013—of a high-profile case involving a Hong Kong employer who subjected an Indonesian domestic worker to physical abuse and withholding of wages, among other trafficking indicators. The government sentenced the trafficker to six years' imprisonment and a fine of 15,000 Hong Kong dollars ($1,900) under statutes related to assault and labor violations. In 2014, authorities trained approximately 500 front-line police officers and immigration officials on trafficking. Hong Kong authorities did not report any investigations, prosecutions, or convictions of government officials complicit in trafficking offenses.

PROTECTION

The government maintained limited efforts to protect victims. In 2014, authorities identified 26 potential sex trafficking victims, an increase from seven in 2013. Authorities did not refer any victims to facilities where they could receive care; in comparison, all identified victims in 2013 were referred to care facilities. The government continued to partially fund six NGO-run shelters and three government-owned and -operated shelters that serve victims of abuse, exploitation, and trafficking; however, the funding dedicated to protection of victims in 2014 was unknown. Although the government reported having systematic procedures to identify potential victims of both labor and sex trafficking, the extent to which it employed them during the year remained unknown. It remained unclear if law enforcement screening procedures identified any victims among high-risk populations, such as foreign migrants, domestic workers, and mainland Chinese and foreign women arrested for prostitution. Potential victims, some of whom were arrested, were only considered for protective services in

consultation with the Department of Justice. Under Hong Kong law, trafficking victims can be punished for committing immigration violations, and NGOs reported victims often plead guilty to this charge to be deported expeditiously. Officials reported having a policy in place to encourage victims to participate in the investigation and prosecution of traffickers. However, they did not allow victims to work while participating in trials that were sometimes lengthy, thus deterring victims from cooperating with authorities. As a result, many victims opted to repatriate immediately or were deported. In 2014, immigration officials issued 2,179 visa extensions to former foreign domestic workers during ongoing legal proceedings in Hong Kong, but it was unclear how many involved cases of labor exploitation. Hong Kong does not specifically allow for permanent residency status for cases in which repatriation may constitute a risk of hardship or retribution in the victim's home country.

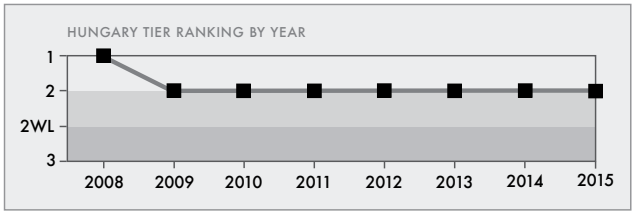
PREVENTION

The government made modest efforts to prevent trafficking. It did not formally adopt or implement the national plan of action to combat trafficking drafted in 2013. Authorities continued to distribute anti-trafficking pamphlets in five languages and information packets to foreign domestic workers at the airport and immigration and labor department offices. These information packages describe foreign domestic workers' rights, explain their employers' obligations under Hong Kong law, and provide contact information for relevant government offices. Authorities also conducted publicity campaigns using radio, newspaper, and leaflets to remind employers of their legal obligations to their domestic workers. Labor officials conducted inspections of approximately 1,300 employment agencies but revoked the licenses of only three, despite NGO and media reports of employment agencies violating regulations by charging exorbitant recruitment fees, requiring domestic workers to make deposits as a guarantee to work, and confiscating employees' identification documents. The government made some efforts to reduce the demand for commercial sex through school sex education programs but reported no efforts to reduce the demand for forced labor. It reported no efforts to prevent or combat child sex tourism of Hong Kong residents in mainland China or other foreign countries. The government did not provide anti-trafficking training or guidance for its personnel posted abroad.

HUNGARY: Tier 2

Hungary is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Vulnerable groups include Hungarians in extreme poverty, Roma, unaccompanied asylum seekers, and homeless men. Women and children, particularly Roma, are subjected to sex trafficking within the country and abroad, mostly within Europe—with particularly high numbers estimated in the Netherlands and Switzerland. A large number of Hungarian sex trafficking victims exploited within the country and abroad, especially Roma, come from state-provided childcare institutions and correctional facilities; many of them are underage and recruited by traffickers while living in such facilities or soon after leaving. Hungarian women lured into sham marriages to third-country nationals within Europe are reportedly subjected to forced prostitution. Hungarian men and women are subjected to forced labor domestically and abroad, including in the United Kingdom (UK), the Netherlands, other European countries, and North America. There are strong indicators labor trafficking of Hungarian men in Western Europe has intensified in sectors such as agriculture, construction, and in factories. Hungarians constituted 18 percent of total victims identified in trafficking investigations by EUROPOL between 2009 and 2013. Trafficking victims from Eastern European countries transit Hungary *en route* to Western Europe. During the year, the government identified six Chinese women as trafficking victims. Within the country, Hungarian Romani children are exploited in forced begging, child sex trafficking, and forced petty crime; experts report Hungary is a destination country for foreign children, mainly from Romania, exploited in these forms of trafficking.

The Government of Hungary does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities maintained efforts to investigate trafficking cases and increased funds to NGOs that could shelter victims. Data collection on trafficking remained problematic and the number of reported prosecutions and convictions decreased from the previous year. Shortcomings in security and services at state care institutes for children remained widespread, resulting in high vulnerability of children under state protection during or after their time in these facilities. Victim assistance remained weak, and funding for anti-trafficking efforts remained inadequate.



RECOMMENDATIONS FOR HUNGARY:

Increase funding for and provision of specialized victim services and provide consistent funding to NGOs to offer victim care; address the vulnerability of children residing in state-run child institutions and individuals who leave these institutions; bring the anti-trafficking law in line with international law by more precisely defining exploitation and requiring fraud, force, or coercion as elements of the core offense of adult trafficking; increase proactive identification of and assistance for child victims exploited within Hungary; strengthen law enforcement efforts against all forms of trafficking; bolster protection for victims who face serious harm and retribution from their traffickers, including by developing longer-term care options to improve reintegration; enhance the collection and reporting of reliable law enforcement and victim protection data; and increase victim-centered training of law enforcement, prosecutors, and social workers.

PROSECUTION

The government maintained law enforcement efforts against human trafficking, though data on these efforts was unreliable and efforts to address sex and labor trafficking of children appeared to remain weak. Article 192 of the 2013 criminal code criminalizes many forms of human trafficking, but is overly broad because it does not require the use of force, the threat of force, or fraud to prove the basic offense of trafficking in persons, instead making force, the threat of force, or fraud aggravated elements resulting in enhanced penalties under Article 192(3). The law defines

exploitation as the abuse of power for the purpose of taking advantage of a victim but does not include the necessary purposes of exploitation. Prescribed penalties range from one to 20 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes. Article 193 of the criminal code prohibits forced labor, with sentences ranging from one to eight years, while Article 203 penalizes profiting from child prostitution, with penalties of up to eight years' imprisonment.

Law enforcement data remained unreliable, making it difficult to assess efforts. In 2014 police initiated 10 forced labor investigations and 10 other trafficking investigations, compared with six forced labor investigations and 15 other trafficking investigations started in 2013. Officials prosecuted 18 individuals, including at least one for forced labor, compared with 37 individuals prosecuted in 13 cases in 2013. The government did not report how many investigations or prosecutions, if any, involved child sex trafficking. Hungarian courts convicted 10 traffickers in 2014, compared with 16 sex traffickers convicted in 2013. Sentences ranged from no jail time or suspended sentences to 42 months' imprisonment. National police investigated only transnational trafficking cases, and local police investigated internal cases; NGOs criticized local police for lack of sensitivity toward trafficking cases. Anti-trafficking experts reported police categorized children between the ages of 14 and 18 as "youth" instead of children and treated them as criminals instead of victims, particularly in cases of child prostitution. Experts also reported police did not proactively investigate or remained reluctant to investigate certain trafficking cases involving child victims. The national police released an order in 2014 requiring police to strengthen anti-trafficking efforts, including by increasing proactive cooperation with NGOs, churches and state offices assisting with victims; increasing anti-trafficking awareness; further fostering international cooperation in human trafficking investigations; and paying special attention to child trafficking victims. There were no reported investigations, prosecutions, or convictions for official complicity; in the previous reporting period a police officer was convicted of facilitating prostitution. Authorities provided anti-trafficking training to some government officials, particularly police and prosecutors. Officials coordinated with other European governments on anti-trafficking investigations and extradited 17 individuals accused of trafficking to other European countries.

PROTECTION

The government made uneven protection efforts; funding for victim services was inadequate and specialized services for child victims did not exist. The government decree on the trafficking victim identification mechanism listed the institutions responsible for identifying victims, the questionnaire to be completed with suspected victims, and procedural protocols. Justice officials identified 20 victims, including eight sex trafficking victims and 10 labor trafficking victims; Ministry of Human Capacity officials reported 19 victims, including three children; and foreign ministry officials reported five victims identified in Austria and that UK officials had identified 55 potential Hungarian victims. NGOs reported identifying 76 trafficking victims—62 women and 14 men—seven of whom were referred by officials. In comparison, in 2013, the government identified a total of 133 trafficking victims through the national referral mechanism, 59 of who were identified abroad by Hungarian consular officials. NGOs reported officials did not appropriately screen people in prostitution—including children—for trafficking victimization, resulting in victims being treated as criminals instead of being identified as victims. The government did not demonstrate efforts to identify victims among vulnerable populations, such as children in prostitution or in government-run institutions.

The provision of victim assistance was low, despite the existence of a victim referral mechanism. NGOs noted a lack of trained staff, funding, and available services, particularly for long-term needs such as reintegration. The government was required by law to provide victim assistance and state compensation to victims exploited within Hungary. For Hungarian victims abroad, only those residing abroad legally were eligible for services. Only Hungarian citizens or foreign victims with the right of free movement and residence in Hungary were eligible for shelter. Of victims identified by justice officials, authorities provided financial support to 11 victims; psychological services to four; legal assistance to one; and referral to a shelter to only one victim. The government provided eight million forints ($30,800) to an NGO-run family shelter in 2014 that could reserve eight beds for trafficking victims for a renewable 90-day period and allocated six million forints ($23,170) for a new family shelter run by the same NGO that could accommodate eight victims. Victims generally were not allowed to leave the shelters unless accompanied by a chaperone. Authorities provided 3 million forints ($10,800) to an NGO for anti-trafficking efforts, including support for its shelters providing services to victims. Government funding was insufficient for the operation of NGO shelters that housed a total of 55 adult female victims and eight adult male victims in 2014. Specialized services for child trafficking victims were nonexistent. Child victims could receive general care through the child protection system, but experts reported this system did not have sufficient staff or resources to provide tailored care, leaving victims vulnerable to re-trafficking.

Inadequate government protection for victims who testified against traffickers was a concern; only one trafficking victim participated in the witness protection program. Foreign victims could receive a 30-day reflection period to decide to assist law enforcement, during which they were eligible for temporary residence permits while legal proceedings against their traffickers were ongoing. The government did not provide immigration relief to any victims in 2014. Police reportedly penalized child victims for crimes committed as a result of being subjected to trafficking. State compensation was available to indigent victims of crime who met specific criteria, including trafficking victims, but authorities did not report how many trafficking victims received this compensation in 2014.

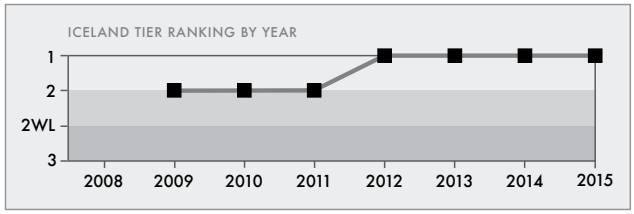
PREVENTION

The government sustained some prevention efforts. The government had an anti-trafficking coordinator who chaired the national coordination mechanism, an entity including government actors, and an NGO roundtable, which included civil society organizations. Both forums met twice in 2014. The government had a 2013-2016 anti-trafficking national strategy with specific instructions for implementation. Experts reported interagency coordination remained uneven. Authorities continued an awareness campaign on human trafficking and domestic violence targeted at teenagers, as well as other awareness efforts. Authorities reported no efforts to reduce the demand for commercial sex acts or forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel.

ICELAND: Tier 1

Iceland is a destination and transit country for women subjected to sex trafficking and men and women subjected to labor trafficking. Women from Eastern Europe, the Baltics, West Africa, and Brazil are subjected to sex trafficking in nightclubs and bars. Men and women from Eastern Europe and China are subjected to forced labor in massage parlors, restaurants, construction, and fish factories, and as *au pairs* in private houses. Women are subjected to domestic servitude and sex trafficking through forced marriage. Traffickers reportedly exploit the visa-free regime in the Schengen Zone to bring victims to Iceland for up to three months and move them out of the country before they have to register with local authorities.

The Government of Iceland fully complies with the minimum standards for the elimination of trafficking. The government questioned dozens of alleged purchasers of sexual services to uncover links between prostitution and trafficking, though these efforts did not result in any trafficking prosecutions or convictions. The government identified fewer victims than in 2013, but updated its victim identification and referral procedures and established a team of professionals to provide immediate assistance to identified victims. None of the victims identified in 2014 cooperated with law enforcement efforts due to fear of retaliation by suspected traffickers. The government increased prevention efforts by holding 17 awareness-raising sessions across the country for officials and professionals on identifying and referring victims.



RECOMMENDATIONS FOR ICELAND:

Increase prosecutions and convictions of traffickers; increase training for investigators, prosecutors, and judges on detecting and prosecuting trafficking crimes; encourage victim participation in the investigation and prosecution of traffickers by developing trust with victims and providing adequate residence and work permits; enhance training methods for collecting evidence against suspected traffickers to avoid overreliance on victim testimony; increase efforts to combat forced labor by involving labor inspectors in victim identification efforts and discouraging demand for forced labor in sectors at risk of human trafficking; provide regular training to officials on proactive identification of trafficking victims, particularly among migrant workers, unaccompanied children, and asylum seekers; provide specialized services for male and child trafficking victims; provide adequate funding for implementation of the national anti-trafficking action plan; establish an independent national rapporteur to monitor and evaluate anti-trafficking efforts; and do not punish trafficking victims for unlawful acts committed as a result of their exploitation.

PROSECUTION

The government maintained a low level of anti-trafficking law enforcement efforts, due in part to limited funding and resources. Iceland prohibits both sex trafficking and forced labor under Article 227a of its criminal code, which prescribes penalties of up to 12 years' imprisonment. This penalty is sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Law enforcement initiated 11 trafficking investigations during the reporting period, compared with 12 in 2013. The government did not prosecute any traffickers or achieve any trafficking convictions in 2013 or 2014. Police questioned dozens of alleged purchasers of sexual services to uncover links between prostitution and human trafficking, but these efforts did not result in any trafficking prosecutions or convictions. The government allocated 10 million krona ($78,900) for police in the Sudurnes region to combat organized crime, including human trafficking. The government organized trainings for law enforcement and immigration personnel on victim identification and supported their participation in external trainings on trafficking. The police college curriculum included instruction on victim identification and investigation of trafficking cases. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses.

PROTECTION

The government strengthened victim identification and referral procedures, but decreased victim identification efforts. The government identified at least 11 potential trafficking victims in 2014, a decrease from 17 in 2013. A government-funded, NGO-run shelter for domestic violence victims sheltered four female victims and government social services assisted a fifth female victim. Government-funded NGOs identified and assisted an additional four potential trafficking victims. In December 2014, the government signed a two-year agreement to provide funding to an NGO-run shelter for domestic abuse victims to provide emergency shelter to female trafficking victims and their children. The 2015 state budget allocated 65.1 million krona ($514,000) to the shelter, compared with 56.1 million krona ($443,000) for 2014, and an additional two million krona ($15,800) to help the shelter train staff and meet increased security requirements resulting from the agreement. The government paid for all expenses associated with victim assistance. Victims had access to free legal, medical, psychological, and financial assistance, regardless of whether they stayed at the shelter or cooperated with authorities. The government allocated 65.5 million krona ($517,000) in the 2015 state budget to a separate NGO offering psychological services to victims, compared with 71.4 million krona ($563,000) for 2014. There was no specialized care available for male victims, although they could access general social services and receive referrals to NGOs providing food, shelter, legal advice, and healthcare. Municipal and state child protection services were responsible for assisting unaccompanied children, including child trafficking victims.

The government updated its victim identification and referral procedures by formally adopting the EU-issued "Guidelines for the Identification of Victims of Trafficking" and adopting NGO-created interview guidelines for professionals most likely to come into contact with trafficking victims. The government also established a team of professionals, including NGO representatives, to assist potential trafficking victims and encourage them to participate in investigations and prosecutions. Immigration and police officers used a pocket checklist to identify potential victims and inform them of available services. NGOs stated this system worked effectively, in practice. Observers expressed concern that law enforcement inappropriately weighed the initial consent of victims when making trafficking victim determinations and failed to identify some victims due to their limited understanding of trafficking. The government afforded witness protection to trafficking victims as a matter of policy but not law. All victims identified in 2014 declined

to cooperate with law enforcement due to fear of retaliation by suspected traffickers. Victims could file civil suits against traffickers or seek restitution from the government, but no victims did so. Foreign trafficking victims could obtain a six-month residence permit to decide whether to cooperate with law enforcement. An additional one-year renewable residence permit was available to victims who cooperated with law enforcement or who may have faced retribution or hardship in their home countries; victims with temporary residency could apply for a permit to work legally in the country. The government did not issue any temporary residence permits to victims. Victims were reportedly punished for presenting false travel documents.

PREVENTION

The government increased efforts to prevent trafficking. The government continued to implement its 2013-2016 national action plan, though funding gaps reportedly delayed implementation of some parts of the plan. One official at the interior ministry devoted 20 percent of her time to coordinating the government's anti-trafficking efforts. The coordinator established a steering group to oversee implementation of the national action plan, which met monthly and included representatives from law enforcement, social services, and an NGO. The steering group prioritized awareness raising and established an education team that held 17 sessions across the country on victim identification and referral. Approximately 300 government officials and professionals attended these meetings and joined an email list promoting networking and knowledge sharing. Police distributed pocket checklists for identification of victims in hotel rooms in the Sudurnes region and Iceland's international airport. The government demonstrated efforts to reduce demand for commercial sex acts by enforcing legislation banning the purchase of sex and the operation of strip clubs, but it did not demonstrate efforts to reduce the demand for forced labor. The government provided anti-trafficking training or guidance for its diplomatic personnel.

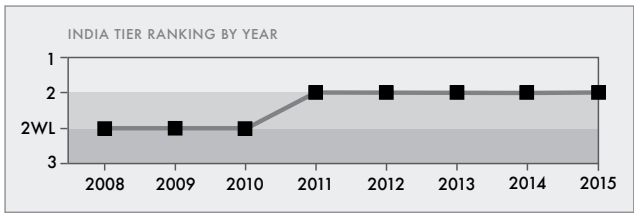
INDIA: Tier 2

India is a source, destination, and transit country for men, women, and children subjected to forced labor and sex trafficking. Forced labor constitutes India's largest trafficking problem; men, women, and children in debt bondage—sometimes inherited from previous generations—are forced to work in industries such as brick kilns, rice mills, agriculture, and embroidery factories. Ninety percent of India's trafficking problem is internal, and those from the most disadvantaged social strata—lowest caste *Dalits*, members of tribal communities, religious minorities, and women and girls from excluded groups—are most vulnerable. Trafficking within India continues to rise due to increased mobility and growth in industries utilizing forced labor, such as construction, steel, textiles, wire manufacturing for underground cables, biscuit factories, pickling, floriculture, fish farms, and boat cutting. Thousands of unregulated work placement agencies reportedly lure adults and children for sex trafficking or forced labor, including domestic servitude, under false promises of employment.

In addition to bonded labor, children are subjected to forced labor as factory workers, domestic servants, beggars, and agricultural workers. Begging ring leaders sometimes maim children to earn more money. Reports indicate conditions amounting to forced labor may be present in the *Sumangali* scheme in Tamil Nadu, in which employers pay young women a lump sum to be used for a dowry at the end of a three-year term. Children, reportedly as young as 6, are forcibly removed from their families and used by terrorist groups such as the Maoists in Bihar, Chhattisgarh, Jharkhand, Maharashtra, West Bengal, and Odisha to act as spies and couriers, plant improvised explosive devices, and fight against the government. Boys from Bihar are subjected to forced labor in embroidery factories in Nepal. Experts estimate millions of women and children are victims of sex trafficking in India. Children continue to be subjected to sex trafficking in religious pilgrimage centers and tourist destinations. A large number of Nepali, Afghan, and Bangladeshi females—the majority of whom are children—and women and girls from Asia and Eurasia are also subjected to sex trafficking in India. Prime destinations for female trafficking victims include Kolkata, Mumbai, Delhi, Gujarat, and along the India-Nepal border. Traffickers pose as matchmakers, arranging sham marriages within India or to Gulf states, and then subject women and girls to sex trafficking. West Bengal continues to be a source for trafficking victims, with children more increasingly subjected to sex trafficking in small hotels, vehicles, huts, and private residences than traditional red light districts. Some corrupt law enforcement officers protect suspected traffickers and brothel owners from enforcement of the law, take bribes from sex trafficking establishments and sexual services from victims, and tip-off sex and labor traffickers to impede rescue efforts.

Some Indian migrants who willingly seek employment in construction, domestic service, and other low-skilled sectors in the Middle East and, to a lesser extent, other regions, subsequently face forced labor initiated by recruitment fraud and extortionate recruitment fees charged by Indian labor brokers. Some Bangladeshi migrants are subjected to forced labor in India through recruitment fraud and debt bondage. Nepali and Bangladeshi women and girls are subjected to both labor and sex trafficking in major Indian cities. Boys from Nepal and Bangladesh are subjected to forced labor in coal mines in the state of Meghalaya, though reportedly on a smaller scale than previous years. Burmese Rohingya, Sri Lankan Tamil, and other refugee groups continue to be vulnerable to forced labor in India.

The Government of India does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to fund shelter and rehabilitation services for women and children throughout India, trained prosecutors and judges, and upon order of the Supreme Court, several states launched searches to trace the whereabouts of thousands of lost and abandoned children, some of whom may have been trafficking victims. However, the government's law enforcement progress was unknown as the government did not provide adequate disaggregated anti-trafficking data and official complicity remained a serious concern. The government sometimes penalized victims through arrests for crimes committed as a result of being subjected to human trafficking. The government denied international travel to some Indian national trafficking victims who had been identified as trafficking victims abroad by a foreign government, and their family members. Many Anti-Human Trafficking Units (AHTUs), which liaise with other agencies and refer victims to shelters, were not functioning and NGOs assessed that government victim care services were inconsistent and inadequate for the scale of India's trafficking problem.



RECOMMENDATIONS FOR INDIA:

Cease the penalization of trafficking victims, including restrictions on their travel; increase prosecutions and convictions for all forms of trafficking, including bonded labor, respecting due process, and report on these law enforcement efforts; increase prosecutions of officials allegedly complicit in trafficking, and convict and punish those found guilty; fully capacitate AHTUs by providing additional dedicated, trained staff and clarifying the mandate of AHTUs; encourage AHTUs to address all forms of trafficking, including forced labor of adults and children; improve central and state government implementation of protection programs and compensation schemes to ensure identified trafficking victims receive benefits, release certificates, and rehabilitation funds; promptly disburse government funding for shelters and develop monitoring mechanisms to ensure quality of care; develop and implement standard operating procedures (SOPs) to harmonize victim identification and repatriation, and prosecution of suspected trafficking offenders when trafficking crimes cross state lines; provide funding for states to establish fast-track courts that deal with all forms of human trafficking; urge state governments to comply with the October 2012 Supreme Court judgment on bonded labor; and provide anti-trafficking training or guidance for diplomatic personnel to prevent their engagement or facilitation of trafficking crimes.

PROSECUTION

The government's law enforcement progress was unknown as the government did not provide adequate disaggregated anti-trafficking data. Section 370 of the Indian Penal Code (IPC) prohibits most forms of sex trafficking and prescribes sufficiently stringent penalties ranging from seven years' to life imprisonment. These penalties are commensurate with those prescribed for other serious crimes, such as rape. Section 370 does not, however, provide that the prostitution of a child under the age of 18 is an act of human trafficking in the absence of coercive means, the standard of the 2000 UN TIP Protocol, though the prostitution of children is criminalized under other statutes. Section 370 also criminalizes government officials' involvement in human trafficking, prescribing sentences up to life imprisonment. Section 166A of the IPC holds police responsible for delays in registering a First Information Report after a victim makes a complaint. Punishment for inaction ranges from six months' to two years' imprisonment. India also prohibits many forms of forced labor through the Bonded Labor System Abolition Act (BLSA), the Child Labor (Prohibition and Regulation) Act, the Juvenile Justice Act, and other provisions of the IPC; however, these provisions were unevenly enforced and their prescribed penalties are not sufficiently stringent. India prohibits most forms of sex trafficking under the Immoral Traffic Prevention Act (ITPA) and various provisions of the IPC. However, the ITPA also criminalizes other offenses, including prostitution, and is often used to prosecute sex trafficking victims.

The government did not report comprehensive law enforcement data on all forms of human trafficking. The National Crimes Record Bureau released aggregated data on enforcement efforts under the ITPA and a limited number of IPC provisions, which only addressed sex trafficking of girls, rather than a broader range of human trafficking crimes, including bonded and forced labor. The data did not specify the number of investigations, prosecutions, or convictions carried out by the government and potentially included the government's penalization of victims in the statistics, as the ITPA criminalizes soliciting clients for prostitution and screening for sex trafficking victims is not consistently applied. While some of the 29 states reported law enforcement data on human trafficking, the information covers only a portion of the country and cannot be extrapolated. Failures by law enforcement to apply anti-trafficking laws fairly were widely reported in the Indian press; incidents of inaction by police and prosecutors reflected inconsistent application of the law across jurisdictions, corruption among officials, and a lack of awareness or capacity in some parts of the country. Some NGOs assessed that many of the AHTUs were not functioning and lacked clear mandates *vis-à-vis* other district- and state-level police units, while others noted significant cooperation with AHTUs on investigations, particularly in Maharashtra and Tamil Nadu states. NGOs also generally noted judges and courts did not have sufficient resources to properly prosecute cases, including an adequate number of support staff, such as stenographers and translators. Victims who received compensation under 357A of the Criminal Procedure Code received back wages under minimum wage laws; these successes were largely facilitated by NGOs working with victims of bonded or forced labor.

Official complicity in human trafficking occurred at varying levels of government. The government did not report investigations, prosecutions, or convictions of government officials complicit in human trafficking offenses. Some corrupt law enforcement officers protected suspected traffickers and brothel owners from enforcement of the law, took bribes from sex trafficking establishments and sexual services from victims, and tipped-off sex and labor traffickers to impede rescue efforts. Some owners of brothels, rice mills, brick kilns, and stone quarries who engaged in trafficking were politically connected. In May 2014, four children were rescued from a child prostitution racket in which Puducherry police and politicians were allegedly complicit. After it became clear that a large-scale investigation had not been completed, the National Commission for Protection of Child Rights issued a notice to the Puducherry government requesting action and the Madras High Court ordered the Puducherry police to properly identify suspects; subsequently eight Puducherry police officers were charged with rape, five of whom remained at large at the end of the reporting period. In February 2015, police charged a state government boarding school superintendent with child sex trafficking. In November 2013, a member of parliament and his wife were arrested for the alleged torture and murder of their domestic servant, investigation of the case remained ongoing. The Indian consular officer at the New York consulate who was indicted in December 2013 for visa fraud related to her alleged exploitation of an Indian domestic worker returned to India where no charges were filed.

The government collaborated with international organizations, NGOs, and state governments in its efforts to train police, judges, and lawyers on the proper handling of trafficking cases. The Ministry of Home Affairs (MHA) continued to offer a human trafficking certificate course through a public university and reported training for prosecutors and judges on trafficking had been conducted

in every district. In May 2014, the MHA held a video conference between the joint secretary and the principal trafficking officers in each state to discuss best practices in operating AHTUs. State and local governments also conducted training.

PROTECTION

The government relied on past efforts to protect and assist victims and did not make appreciable progress during the reporting period; the implementation of services remained inconsistent and the penalization of victims remained a serious concern. A 2009 MHA non-binding directive advises state officials to use SOPs to proactively identify victims and refer them to protection services; however, law enforcement officers at the district level were not appropriately trained to identify victims and there is no information such SOPs were used during the year. The government did not provide information on the number of trafficking victims it identified. NGOs reported law enforcement officers were more proactive in staging rescue operations in 2014; however, some police believed their responsibility concluded with the rescue operation, and did not complete investigations or charge suspects. Rescued bonded laborers are entitled to "release certificates" enabling them to receive compensation, but victims sometimes experienced lengthy delays before obtaining the certificates. The government frequently penalized victims. There were reports of victims being detained and arrested for acts committed as a result of being subjected to trafficking, including sex trafficking victims who were prosecuted and convicted for solicitation and obscenity in public places. In June 2014, the government began denying travel and family reunification of trafficking victims by confiscating the passports of Indian nationals who had received a visa from a foreign government indicating the person was a trafficking victim in the foreign country or was a family member of a victim. An Indian High Court ruled in favor of petitioners who had their passports confiscated as a result of this policy, citing a violation of rights guaranteed under the Indian constitution. The Indian government has not appealed the decision in this case. Cases involving additional petitioners similarly affected by this policy remained pending at the close of the reporting period.

The Ministry of Women and Child Development funded shelter and rehabilitation services for women and children through two programs—the *Ujjawala* program, specifically for female sex trafficking victims, and the *Swadhar* program, for women in difficult circumstances. NGOs noted the government has gradually reduced funding to the *Ujjawala* program and is considering future program reforms. Victim care services were inconsistent and the number of government shelters was too few. Contrary to international principles on victim protection, some government-run shelters continued to not permit adult victims to leave the premises. In some cases, victims continued to be released from shelters to their traffickers who pretended to be family members or otherwise convinced shelter managers to release victims to them. Both government- and NGO-run shelters faced shortages of financial resources and trained personnel, particularly of counselors and medical staff. NGOs relied primarily on donor contributions to provide victims services, though some received government funds. The disbursal of government funding to NGOs was sometimes delayed and corruption reportedly drained resources intended for victim care. Due to the lack of government funds, shelter staff, or police escorts, victims were sometimes not transferred from temporary "transit homes" to shelters that provide more long-term care for months after the victim was formally identified. Victims had access to government hospitals for emergency medical services, although long waiting lists made it difficult to obtain surgery and other procedures, and NGOs often had to pay for victims' emergency medical treatment. Some NGOs also funded counselors for government shelters.

Child victims were placed in private shelters or in government juvenile justice homes and largely received the same government services as adults. In November 2014, the Supreme Court ordered the state governments of Bihar, Assam, Chhattisgarh, and Madhya Pradesh to trace the whereabouts of 12,591 missing children, some of whom may have been trafficking victims. As a result, a number of children who were discovered lost and abandoned were reunited with their parents or placed in shelters. The government expanded the number of child protection cells at major railway stations which paired police with NGO implementers to identify exploited children, some of whom may be trafficking victims, and refer them to protective services. The government does not provide care for adult male trafficking victims. Foreign victims received the same access to shelters and services as Indian nationals. MHA guidelines to all state governments specify that foreign national women and children who are declared victims should not be prosecuted for immigration violations. Government policy on foreign victims continued to be to return them to their country of origin at the earliest possible time. Foreign sex trafficking victims were detained in government aftercare homes until repatriation and were not permitted to work in the local economy. Due to a number of constraints, this process resulted in victims, especially those from Bangladesh, spending upwards of four years in these homes before being repatriated. The government worked to improve repatriation of Bangladeshi trafficking victims, including through high-level bilateral talks; however, there were long delays in processing paperwork, lack of coordination between concerned agencies, and lack of clarity and cooperation concerning submission of critical papers. To protect both Indian and foreign national victims during trial, prosecutors may request the victim be able to testify by video or behind a screen, the proceeding be closed to the media and public, and irrelevant and potentially harmful questions be barred.

PREVENTION

The government maintained efforts to prevent human trafficking. The government did not have a national action plan, and officials noted an interagency coordination body is needed to analyze and gather data on trafficking. The MHA maintained an online portal, launched in the previous reporting period, for officials and other stakeholders to access information on trainings, meetings, statistics, laws, and shelters. Some state governments conducted anti-trafficking awareness campaigns, including Tamil Nadu, which conducted 162 awareness and education campaigns reaching more than 4,600 beneficiaries. In January 2015, the government signed an agreement with Saudi Arabia to promote the rights of Indian domestic workers and the responsibilities of their employers. In September 2014, the local government of Delhi issued an executive order to regulate job placement agencies; in addition to the registration and licensing of agencies, the order mandated every domestic worker in Delhi be issued a bank passbook and written employment agreement, impacting thousands of previously unregulated work placement agencies based in the city. NGOs reported the government of Kerala conducted an anti-trafficking awareness campaign with registered job portals, travel agents, and shelter homes. Despite India being a source and destination for sex tourism, the government did not report on specific measures to reduce the participation of its nationals

in child sex tourism. The Indian military conducted training on trafficking for its personnel before deployment on peacekeeping or similar missions. The government did not provide information on anti-trafficking training or guidance for its diplomatic personnel. The government did not report on efforts to reduce the demand for commercial sex or forced labor.

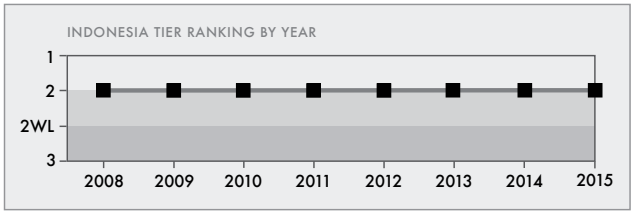
INDONESIA: Tier 2

Indonesia is a major source country and, to a much lesser extent, destination and transit country for women, children, and men subjected to sex trafficking and forced labor. Each of Indonesia's 34 provinces is a source and destination of trafficking. The government estimates 6.2 million Indonesians—many of whom are women—work abroad, mostly in domestic service, construction, factories, or on plantations or fishing vessels. A significant number of Indonesian migrant workers face conditions of forced labor, including through debt bondage, in Asia and the Middle East and on fishing vessels operating in international waters. Malaysia remained the leading destination for migrant workers from Indonesia, followed by Saudi Arabia, despite the Indonesian government's moratorium on issuing permits for domestic work in Saudi Arabia. The government also maintained a moratorium on permits for Indonesians to work in domestic service in the United Arab Emirates, Kuwait, Qatar, Jordan, and Syria. Indonesian victims have also been identified in other countries in Asia, the Middle East, the Pacific Islands, Africa, and North America. Indonesian women and girls are subjected to sex trafficking primarily in Malaysia, Taiwan, and the Middle East. Reports indicate the number of undocumented workers travelling abroad by sea—some of whom are vulnerable to trafficking—has increased following governmental restrictions on legal migration channels for low-skilled workers. The government reported an increase in foreign and Indonesian fishermen subjected to forced labor on Indonesian and foreign-flagged fishing vessels—many operating out of Thailand's fishing industry—in Indonesian waters.

According to NGOs, labor recruiters are responsible for more than 50 percent of cases in which Indonesian female workers are subjected to trafficking in destination countries. Migrant workers often accumulate significant debts with labor recruiters that make them vulnerable to debt bondage. Some recruiters work independently and others for Indonesia-based labor recruitment companies that lead migrant workers into debt bondage and other trafficking situations. Licensed and unlicensed companies use debt bondage, withholding of documents, and threats of violence to keep Indonesian migrants in situations of forced labor. In many cases, corrupt officials facilitate the issuance of false documents, accept bribes to allow brokers to transport undocumented migrants across borders, protect venues where sex trafficking occurs, and thwart law enforcement and judicial processes to hold traffickers accountable. Endemic corruption among law enforcement officers enables many traffickers to operate with impunity.

Many women and girls are exploited in domestic servitude and sex trafficking in Indonesia. Women, men, and children are exploited in forced labor in the fishing, construction, plantation, mining, and manufacturing sectors. Children are exploited in prostitution in the Batam district of the Riau Islands province and in West Papua province. Women and girls are subjected to sex trafficking near mining operations in Maluku, Papua, and Jambi provinces. Victims are often recruited by job offers in restaurants, factories, or domestic service before they are subjected to sex trafficking. Debt bondage is particularly prevalent among sex trafficking victims. Reports suggest an increase in university and high school students using social media to recruit and subject other students—some under age 18—to sex trafficking. Colombian women are subjected to forced prostitution in Indonesia. Child sex tourism is prevalent in the Riau Islands bordering Singapore, and Bali is a destination for Indonesian child sex tourists.

The Government of Indonesia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government prosecuted 134 suspected traffickers, convicted 79, provided temporary shelter to an unknown number of victims, and conducted anti-trafficking awareness and training events for members of the public and government officials. The government did not make progress in collecting comprehensive, accurate data on its anti-trafficking law enforcement and victim identification efforts. Officials did not consistently employ proactive procedures to identify victims among vulnerable groups and refer them to protective services. The government passed amendments to existing laws allowing victims to obtain restitution from their traffickers, and restitution was awarded in at least three trafficking cases. Inadequate coordination across government agencies and lack of officials' knowledge of trafficking indicators and legislation impaired anti-trafficking efforts, including implementation of a national anti-trafficking strategy.



RECOMMENDATIONS FOR INDONESIA:

Increase efforts to prosecute and convict labor recruitment agencies, brokers, and corrupt public officials involved in trafficking; develop and implement proactive procedures to identify potential victims among vulnerable groups, including returning migrant workers and persons in prostitution and onboard fishing vessels, and refer such cases to law enforcement officials and victim service providers; improve data collection and public reporting of comprehensive data on legal proceedings against traffickers under the anti-trafficking law; develop anti-trafficking training for judges, prosecutors, police, social workers, and diplomats; prosecute and punish those who obtain commercial sexual services from children; create a national protocol that clarifies responsibilities for prosecuting trafficking cases when they occur outside victims' respective provinces; increase government funding to support victims' participation in judicial proceedings; strengthen the national anti-trafficking taskforce and improve coordination across all ministries; and increase awareness-raising campaigns targeted at the public and all levels of government in regions with high incidence of trafficking.

PROSECUTION

The government continued anti-trafficking law enforcement efforts. Indonesia's anti-trafficking law, passed in 2007, prohibits all forms of trafficking and prescribes penalties of three to 15 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes,

such as rape. Officials reported ineffective coordination among police, prosecutors, and judges often impeded the government's ability to obtain successful convictions, particularly when cases often involved numerous jurisdictions, including other countries. Extrajudicial mediation hampered successful prosecutions, as victims whose families received settlements from traffickers were usually unwilling to participate in official law enforcement proceedings. The government continued to lack a system for comprehensive reporting on anti-trafficking law enforcement data, resulting in inaccuracies and inconsistencies across systems. The Indonesian National Police opened 305 trafficking investigations, but more than 200 were closed with no further prosecutorial action; authorities did not report the number of investigations that led to new prosecutions. A lack of familiarity with the anti-trafficking law's provisions led some prosecutors and judges to decline cases or use other laws to prosecute traffickers. The attorney general's office continued to compile trafficking data from courts across Indonesia and reported the prosecution of 134 defendants, an increase from 126 in 2013. The attorney general's office reported 79 convictions in 2014—a decrease from 118 convictions in 2013. In March 2014, authorities convicted one trafficker for subjecting men to forced labor and debt bondage on a fishing vessel operating in international waters; he was sentenced to one year in prison. A second defendant was convicted of falsifying travel documents but acquitted on trafficking charges and did not receive jail time. During the year, the government organized trainings for police to improve their capacity to investigate trafficking cases. NGOs and government officials reported that endemic corruption among security forces and other authorities remained an impediment to anti-trafficking law enforcement efforts; however, the government did not report any investigations, prosecutions, or convictions of public officials complicit in the facilitation of trafficking.

PROTECTION

The government continued efforts to protect trafficking victims. The government had standard operating procedures for the proactive identification of victims, though it did not consistently employ these among vulnerable groups, such as returning migrant workers who reported problems during their overseas employment. The government continued to rely largely on international organizations and NGOs for the identification of victims. Officials did not collect or report comprehensive data on victims identified or assisted. An international organization identified and provided services for 761 victims and referred many of them to the government for additional services. The government repatriated 703 victims from Malaysia and 481 from Saudi Arabia. The government reported 118 victims were awaiting repatriation in the Indonesian embassy shelter in the United Arab Emirates at the close of the reporting period, but the level of assistance the government provided to them remained unknown. The Indonesian consulate general in Saudi Arabia spearheaded a training course for Indonesian consular officials on identifying trafficking crimes and referring victims to protection. In December 2014 the government began freezing licenses and destroying boats in a crackdown on illegal fishing. The government publicly acknowledged that victims of trafficking were likely among the crew of these boats. After a March 2015 media investigation reported more than 1,000 potential victims of forced labor on fishing vessels were stranded or detained on the island of Benjina, the government initiated efforts to identify and rescue victims. At the close of the reporting period, the government declared its intent to investigate potential trafficking crimes, though it had not yet done so. The government transferred 367 fishermen to temporary shelter in Tual and facilitated screening from an international organization and repatriation.

The Ministry of Social Affairs continued to provide trauma services and immediate shelter to an unknown number of female trafficking victims through 18 rehabilitation centers. The Ministry of Women's Empowerment and Child Protection managed 247 integrated service centers, most of which were operated by provincial governments and served a wide range of vulnerable groups. The quality of care for victims varied widely across the country. Service centers were supported through government and private funds. The Ministry of Health was responsible for covering the costs of health care for victims, and national police hospitals were obligated to provide medical care at no cost. NGOs and government officials reported some hospital staff remained unaware of this duty or were unwilling to provide care without compensation.

The government continued to operate a toll-free hotline for overseas workers. During the year, it received 274 complaints, 16 of which were trafficking-related, including cases involving illegal recruitment or document falsification; the government referred these cases to police, but it was unknown if any resulted in trafficking investigations, prosecutions, or victims receiving protective services. The government had policies to provide legal assistance to victims, but it is unknown how many victims received this assistance. In October 2014, the government passed amendments to the 2006 Witness and Victim Protection and the 2002 Child Protection laws, which allow victims to obtain restitution from their traffickers, and there were reports that some victims were awarded compensation during the year, including 55 men subjected to forced labor on fishing vessels in international waters. There were no reports identified victims were punished for crimes committed as a result of being subjected to trafficking, but inadequate efforts to screen vulnerable groups proactively for trafficking indicators, including during raids to arrest persons in prostitution or combat illegal fishing, may have resulted in the punishment of some unidentified trafficking victims. The government did not provide legal alternatives to the removal of foreign victims to countries where they may face hardship or retribution.

PREVENTION

The government made minimal efforts to prevent trafficking. Most prevention efforts occurred at the district and province levels through 31 provincial anti-trafficking taskforces and 166 district or municipal anti-trafficking taskforces; funding for and activities undertaken by taskforces varied greatly across regions. The national anti-trafficking taskforce did not have a budget and was funded by participating ministries. The government and international organizations co-hosted two anti-trafficking awareness raising events for officials and law enforcement personnel. It also facilitated a training workshop on victim identification and witness protection for 35 authorities.

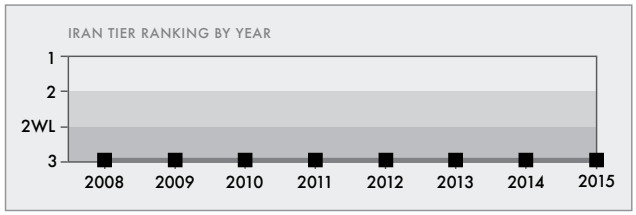
The government continued efforts to monitor outbound Indonesian workers and protect them from fraudulent recruitment and human trafficking through improving data collection, though it is unclear whether it used this data to identify or prevent trafficking cases effectively. The government revoked or suspended licenses for some companies engaged in unscrupulous recruitment, but failed to hold some accountable for fraudulent practices indicative of trafficking or investigate some trafficking situations. Indonesian authorities reported conducting raids on recruiting companies suspected of illegal practices, but did not report any subsequent punishments for illegal acts. The government did not report any

prosecutions or convictions of child sex tourists during the year, and it did not report efforts to reduce the demand for forced labor or commercial sex acts. The government provided military personnel with anti-trafficking training prior to their deployment abroad on international peacekeeping missions. It provided anti-trafficking training and guidance for its diplomatic personnel.

IRAN: Tier 3

Iran is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Accurate information on human trafficking, however, is difficult to obtain. Organized groups reportedly subject Iranian women, boys, and girls to sex trafficking in Iran, as well as in the United Arab Emirates and Europe. In 2013, traffickers forced Iranian women and girls into prostitution in the Iraqi Kurdistan Region. From 2009-2015, there was a reported increase in the transport of girls from and through Iran *en route* to the Gulf where organized groups sexually exploited or forced them into marriages. In Tehran, Tabriz, and Astara, the number of teenage girls in prostitution continues to increase. Organized criminal groups force Iranian and immigrant children to work as beggars and in street vendor rings in cities, including Tehran. Physical and sexual abuse and drug addiction are the primary means of coercion. Some children are also forced to work in domestic workshops. Traffickers subject Afghan migrants, including boys, to forced labor in construction and agricultural sectors in Iran. Afghan boys are at high risk of experiencing sexual abuse by their employers and harassment or blackmailing by the Iranian security service and other government officials. Trafficking networks smuggle Afghan nationals living in Iran to Europe and subsequently force them to work in restaurants to pay off debts incurred by smuggling fees. Pakistani men and women migrate voluntarily to Iran for low-skilled employment, such as domestic work and construction. Organized groups subject some to forced labor, under which they experience debt bondage, restriction of movement, nonpayment of wages, and physical or sexual abuse. In previous years, there were reports government officials were involved in the sex trafficking of women and girls. Reports also indicated some officials operating shelters for runaway girls forced them into prostitution rings.

The Government of Iran does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. As in previous reporting periods, the government did not share information on its anti-trafficking efforts. Publicly available information from NGOs, the media, international organizations, and other governments indicates the Iranian government is not taking sufficient steps to address its extensive trafficking challenges, particularly with regard to the protection of trafficking victims. The government, however, reportedly took some efforts to cooperate with governments in the region to combat trafficking, among other crimes.



RECOMMENDATIONS FOR IRAN:

Investigate, prosecute, and convict offenders of sex trafficking and forced labor; increase transparency of anti-trafficking policies and activities and develop partnerships with international organizations to combat trafficking; ensure sex and labor trafficking victims are not punished for unlawful acts committed as a direct result of being subjected to trafficking; institute victim identification procedures to proactively identify trafficking victims, particularly among vulnerable populations such as persons in prostitution, children in begging rings, and undocumented migrants; offer specialized protection services to trafficking victims, including shelter and medical, psychological, and legal assistance; and become a party to the 2000 UN TIP Protocol.

PROSECUTION

The government made few discernible anti-trafficking law enforcement efforts. Iranian law does not prohibit all forms of trafficking. A 2004 law prohibits trafficking in persons by means of threat or use of force, coercion, abuse of power, or abuse of a victim's position of vulnerability for purposes of prostitution, slavery, or forced marriage. The prescribed penalty under this law is up to 10 years' imprisonment for the trafficking of adults and capital punishment for offenses against children. Both penalties are sufficiently stringent. The penalty for the trafficking of adults, however, is not commensurate with penalties prescribed under Iranian law for rape. In September 2014, a senior government official publicly claimed the anti-trafficking law was under review for amendment, including specific provisions to improve the effectiveness of the law. At the end of the reporting period, however, the amended law was still pending review by the judiciary and had not been enacted by the legislature. The constitution and labor code prohibit forced labor and debt bondage, but the prescribed penalty of a fine and up to one year's imprisonment is not sufficiently stringent to deter these serious crimes. It was reportedly extremely difficult for female trafficking victims to obtain justice, as Iranian courts accord legal testimony by women only half the weight accorded to the testimony by men. Moreover, female victims of sexual abuse, including sex trafficking victims, are liable to be prosecuted for adultery, which is defined as sexual relations outside of marriage and is punishable by death. The government did not report official statistics on investigations, prosecutions, or convictions of trafficking offenders. The government also did not report investigations, prosecutions, or convictions of government officials complicit in trafficking offenses, despite reports that such complicity was widespread. The government did not appear to report providing anti-trafficking training to officials during the reporting period. Throughout the reporting period, the government made some efforts to cooperate with various regional governments and one international organization on efforts to combat human trafficking, among other crimes.

PROTECTION

The government made no discernible efforts to protect trafficking victims. The government did not report identifying or providing protection services to any trafficking victims, including repatriated Iranian victims. The government reportedly continued to punish sex trafficking victims for unlawful acts committed as a direct result of being subjected to human trafficking, such as adultery and prostitution. The government held foreign trafficking victims in detention centers and jails until the court ordered their deportation. The government did not appear to operate social or legal protection services for trafficking victims, nor did it provide

support to some NGOs providing limited services to victims. The government did not appear to encourage trafficking victims to assist in the investigation or prosecution of traffickers. It did not appear to provide foreign victims of trafficking a legal alternative to removal to countries in which they may face hardship or retribution.

PREVENTION

The government appeared to make inadequate efforts to prevent human trafficking. The government did not improve its transparency on its anti-trafficking policies or activities, nor did it make discernable efforts to forge partnerships with NGOs to combat human trafficking. The government made no discernable efforts to reduce the demand for commercial sex acts, forced labor, or for child sex tourism by Iranian citizens traveling abroad. The government did not implement anti-trafficking awareness campaigns. However, it issued several public pledges to cooperate with other countries on anti-trafficking efforts, while a senior government official raised trafficking issues with Pope Francis in Rome in February 2015. The parliament reportedly continued to review for ratification the UN Convention against Transnational Organized Crime (UNTOC) and its three associated protocols in the wake of the cabinet's December 2013 endorsement of the convention. There was no indication the government provided anti-trafficking training for its diplomatic personnel. Iran is not a party to the 2000 UN TIP Protocol.

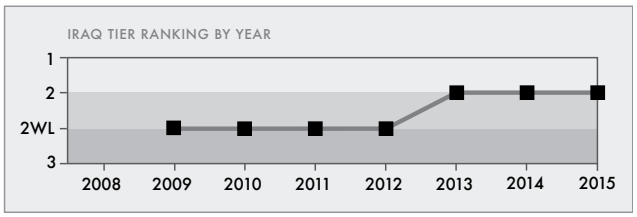
IRAQ: Tier 2

Iraq is a source and destination country for women and children subjected to sex trafficking, and men, women, and children subjected to forced labor. The escalation of the conflict in 2014 with the Islamic State of Iraq and the Levant (ISIL) gravely increased the vulnerability of the population to trafficking, in particular women and children. ISIL militants continue to kidnap thousands of women and girls from a wide range of ethnic and religious groups, with a significant focus this past year on the Yezidi community, and sell them to ISIL fighters in Iraq and Syria where they are subjected to forced marriage, sexual slavery, rape, and domestic servitude; there are reports ISIL executes captives if they refuse to marry fighters. Women and girls who escape ISIL captivity and become displaced in the country remain vulnerable to various forms of exploitation, including re-trafficking. ISIL also abducts and forcibly uses children in combat and support roles, including as human shields, informants, bomb makers, and suicide bombers; some of these children are as young as 8 years old and some are mentally disabled. Anecdotal information from international organizations reported Shia militias fighting against ISIL recruited and used children in support roles; however, it was not possible to independently verify these claims.

Women and girls from Iraq and Syria, including refugees and internally displaced persons (IDPs), are exploited in sex trafficking by various individuals, including security and law enforcement officials, criminal gangs, taxicab drivers, and the victims' family members. Reports indicate IDPs and some Syrian refugee women are forced into prostitution by a trafficking network in hotels and brothels in Baghdad, Basrah, and other cities in southern Iraq after promising to resettle them from the Iraqi Kurdistan Region (IKR); the women's children are forced to beg on the street. Some Iraqi law enforcement officials allegedly ignored signs of or accepted bribes to allow sex trafficking in locations openly facilitating prostitution. In 2014, a member of Basrah's intelligence directorate was accused of being complicit in a criminal gang's involvement in the kidnapping and attempted trafficking of an Iraqi girl outside of the country. NGOs allege some personnel from the Kurdistan Regional Government's (KRG) Asayish internal security forces facilitate prostitution of women and girls in Syrian refugee camps in the IKR, primarily in Domiz refugee camp. Iraqi women and girls are sold into "temporary marriages"—for the purpose of sexual exploitation, prostitution, or domestic servitude—in exchange for settling tribal disputes. Likewise, Syrian girls from refugee camps in the IKR are forced into early or "temporary marriages" with Iraqi or other refugee men. KRG authorities allegedly ignore, or may accept bribes to ignore, such cases including those in which girls are sold multiple times. Some displaced Iraqi families reportedly sell their children to other families to secure better futures; these children are at risk of being subjected to trafficking. Criminal gangs subject children to forced begging and other types of forced labor in Iraq.

Men and women from throughout Asia and East Africa who migrate to Iraq are forced to work as construction workers, security guards, cleaners, handymen, and domestic workers. Some foreign migrants are recruited for work in other countries in the region but are forced, coerced, or deceived into traveling to Iraq. Some Syrian refugee men enter into employment without legal work contracts in Iraq, which increases their vulnerability to trafficking. Women primarily from Iran, China, and the Philippines are forced into prostitution in Iraq. Iraqi women and girls are also subjected to sex and labor trafficking in the Middle East and Turkey.

The Government of Iraq does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government's abilities to combat trafficking were severely hindered by security challenges and budget constraints. The government made limited efforts to combat trafficking, including prosecuting suspected trafficking offenders and completing construction of the government trafficking shelter, while the KRG conducted operations to rescue Yezidi trafficking victims from ISIL captivity. Nevertheless, the government and the KRG failed to convict trafficking offenders and, as in previous reporting period, to identify or provide protection services to any trafficking victims. The government continued to harshly punish and deport victims of forced labor and sex trafficking, including children. Furthermore, complicity of some Iraqi and KRG authorities contributed to and exacerbated the trafficking of men, women, and children.



RECOMMENDATIONS FOR IRAQ:

Significantly increase investigations, prosecutions, and convictions of trafficking crimes under the anti-trafficking law, including of complicit government officials; prevent the recruitment and use of child soldiers by armed groups and provide protection services to demobilized children; ensure trafficking victims are not punished for crimes committed as a direct result of being subjected to

human trafficking, such as prostitution and immigration violations; institute victim identification and referral guidelines for officials, and provide unhindered access to protection services, such as adequate shelter, psycho-social and medical care, and legal aid, to all trafficking victims regardless of a victim referral from the court; provide adequate protection services to trafficking victims and their children, including trauma counselling, psycho-social and medical care, long-term shelter, reintegration services, employment training, and financial assistance; make the government-run shelter for trafficking victims fully operational and ensure shelter staff are adequately trained on victim identification and protection; establish a legal framework for NGOs to operate shelters for victims, and provide in-kind support to such organizations; regulate recruitment practices of foreign labor brokers to prevent practices facilitating forced labor; and strengthen anti-trafficking coordination with regional, provincial, and local authorities.

PROSECUTION

The government demonstrated some limited law enforcement efforts. Iraq's 2012 anti-trafficking law appears to prohibit some, but not all, forms of human trafficking. Inconsistent with international law, the law does not make facilitating child prostitution an act of human trafficking, and seems to require a transaction (buying and selling) for human trafficking to occur. The law prescribes punishments that appear to be sufficiently stringent and commensurate with those prescribed for other serious crimes such as rape. Additionally, an article in the penal code criminalizes the prostitution of a child; the penalty is up to 10 years' imprisonment, which is sufficiently stringent to deter this activity, though not commensurate with the penalties prescribed for rape. The KRG did not have a law that specifically prohibits all forms of human trafficking, nor did it endorse or adopt the Iraqi government's anti-trafficking law.

The government did not investigate trafficking offenses, nor did it convict any offenders. It reported prosecuting 18 trafficking offenders in 2014 under Article 12 of Iraq's Trafficking in Persons law; however, an unknown number of defendants were reportedly not convicted. It is not known if any were in fact convicted and sentenced. The government reported initiating a security operation in late 2014, which resulted in the rescue of a 15-year-old girl in Baghdad who was abducted and suspected of being trafficked by a criminal gang to the United Arab Emirates; it was unclear if any of the offenders were arrested or prosecuted. The government cooperated with the Indian embassy to resolve labor disputes between more than 100 Indian workers and their employers; however, none of these cases was referred for prosecution for potential trafficking crimes. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking, despite multiple reports of complicity. Judicial officials lacked understanding of the anti-trafficking law and failed to adequately implement it and protect victims during legal proceedings. To address this weakness, in January 2015, the chief justice appointed two judges to adjudicate trafficking cases on a full-time basis for the Iraqi judiciary. The government trained its officials on anti-trafficking measures and provided in-kind assistance for international organizations to conduct additional trainings. The KRG facilitated the release and rescue of hundreds of Yezidis held captive by ISIL, many of whom were trafficking victims.

PROTECTION

The government failed to identify and protect trafficking victims, while punishment of victims remained a serious problem. Neither the central government nor the KRG identified trafficking victims among vulnerable groups, such as undocumented foreign migrants and women and children arrested for prostitution violations, or provided victims with protection services. The government relied on victims to identify themselves to authorities and—in theory—only referred to protection services victims initiating legal proceedings against their traffickers. Victims, therefore, remained unidentified and vulnerable to arrest, incarceration, and deportation for unlawful acts committed as a direct result of being subjected to human trafficking. Sentences for prostitution violations—including for children as young as 9 years old who experienced sexual exploitation—were excessively harsh, ranging from 15 years' to life imprisonment. In addition, Iraqi authorities continued to detain or convict foreign workers for immigration violations with sentences of three to five years' imprisonment. In 2014, the KRG detained and charged 28 child trafficking victims; four victims were charged with prostitution and 24 were charged with begging.

The government did not provide adequate protection services, nor did it provide funding or in-kind assistance to NGOs providing victim assistance. NGOs were not legally able to operate shelters, though some continued to do so without official approval in order to accommodate victims' needs; however, these facilities remained vulnerable to prosecution and unprotected from threats of violence by extremist groups. The government completed construction of a permanent trafficking shelter in Baghdad, with a capacity of 50 male and female victims, but it was not operational at the end of the reporting period. The government operated some temporary shelters or holding facilities for foreign workers awaiting repatriation, victims of violence, and trafficking victims; however, these facilities did not provide appropriate services for trafficking victims and may have operated like detention centers. Sixteen family protection units, which operated in police stations around the country and were responsible for assisting women and child victims of abuse and trafficking, failed to refer trafficking victims to adequate protective services. The government did not encourage victims to assist in investigations and prosecutions. The government did not provide foreign victims relief from deportation or offer legal alternatives to their removal to countries in which they may face hardship or retribution. While the KRG continued to operate three women's shelters in the IKR that offered some assistance for trafficking victims—where space was limited, service delivery was poor, and access was denied to Syrians—most victims at the shelters were victims of domestic violence. The KRG provided direct financial assistance to former captives, including Yezidis, who were released or rescued, as well as limited other essential services to these victims, including shelter, rehabilitation, and psycho-social assistance in IDP camps in the IKR.

PREVENTION

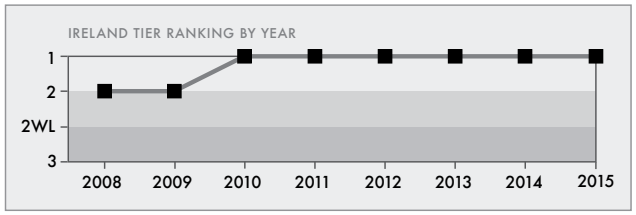
The government made limited efforts to prevent human trafficking. Though the government's inter-ministerial anti-trafficking committee met eight times in 2014, the government's lack of a 2014 budget limited financial resources available for ministries responsible for addressing trafficking throughout the country and in the IKR. Despite budget shortfalls, the government distributed a limited number of anti-trafficking flyers to the public, while the committee provided anti-trafficking and shelter management training to committee members and lobbied to pass bylaws to improve implementation of the anti-trafficking law. The government continued to operate an anti-trafficking hotline, which received 41 calls in 2014, but it was unclear if any victims were identified through the hotline. The government took some efforts to reduce

the demand for commercial sex acts, but it also inappropriately prosecuted and convicted women and child sex trafficking victims. The government did not take efforts to reduce the demand for forced labor, nor did it take measures to address the participation of Iraqi nationals in child sex tourism. The government reportedly provided training to military officers on child soldier issues; nevertheless, the government's efforts to prevent child soldiering was severely limited. The government did not provide anti-trafficking training or guidance for its diplomatic personnel. The KRG continued to operate a hotline for workers to report labor violations and abuse; it received five to 10 calls per day, but it did not report if any potential trafficking victims were identified through this hotline. The KRG reported it temporarily suspended the operations of 12 companies, which employed foreign workers, for labor violations and blacklisted two labor recruitment agencies. The KRG claimed it continued to enforce a June 2013 decision to ban the issuance of work permits to foreign workers from Bangladesh and Ethiopia to prevent labor abuses and exploitation among these groups.

IRELAND: Tier 1

Ireland is a destination and source country for women, men, and children subjected to sex trafficking and forced labor—including forced criminal activity. Foreign trafficking victims identified in Ireland are from Africa, Asia, Eastern Europe, and the Middle East. During the reporting period, Irish law enforcement reported an increase in suspected victims of forced labor, forced criminal activity, and forced begging from Eastern Europe, particularly Romania, as well as an increase in potential sex trafficking victims from Brazil. Authorities reported a decrease in suspected victims from Nigeria. Irish children are subjected to sex trafficking within the country. Victims of forced labor have been identified in domestic service, the restaurant industry, and car washing services. NGOs and press reports indicate Vietnamese and Chinese men prosecuted and sentenced for cannabis cultivation report indicators of forced labor, such as document retention, restriction of movement, and nonpayment of wages. Some domestic workers, primarily women, employed by foreign diplomats on assignment in Ireland work under poor conditions and are at risk of labor trafficking.

The Government of Ireland fully complies with the minimum standards for the elimination of trafficking. During the reporting period, the government increased investigations of trafficking crimes and issued new guidelines aimed at preventing the exploitation of domestic workers of foreign diplomats. Authorities maintained victim identification and protection efforts and identified an increased number of suspected victims of forced criminal activity. The government, however, continued to prosecute a high number of non-trafficking crimes as trafficking cases, including child molestation cases, and convicted no sex or labor traffickers in 2014. Potential victims of forced labor in cannabis production were prosecuted and imprisoned for crimes that they may have been forced to commit.



RECOMMENDATIONS FOR IRELAND:

Implement the trafficking law to ensure sex and labor traffickers are held accountable through convictions and dissuasive sentences; increase efforts to identify and protect victims of labor trafficking and forced criminality, ensuring victims are not penalized for crimes committed as a result of being subjected to trafficking; establish multi-stakeholder case reviews during the victim identification process, involving service providers and anti-trafficking law enforcement units; increase funding for and provision of specialized victim services in partnership with NGOs; offer specialized emergency accommodation and use of apartments and houses with outreach support to victims; publish the second national action plan; enable and encourage all trafficking victims to access available legal services; and amend the law to authorize asylum seekers who are also identified victims to obtain work permits.

PROSECUTION

The government sustained efforts to investigate trafficking offenses, but did not convict any labor or sex traffickers. The government prohibits all forms of trafficking through a 2008 human trafficking act, amended in 2013, which prescribes penalties up to life imprisonment; these penalties are sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. The law broadly defines sexual exploitation, including the sexual abuse of children, and conflates possession or creation of child pornography with human trafficking, making law enforcement statistics unreliable. Authorities introduced a bill in 2014 criminalizing the purchase of sexual services from victims.

Authorities initiated investigations of 79 new trafficking-related cases in 2014, an increase from 56 in 2013. Forty investigations did not result in the identification of trafficking victims, while the other 39 cases involved a total of 46 suspected victims. The majority of suspected victims in these cases were identified in sexual exploitation. Authorities investigated cases involving seven suspected victims of labor trafficking, four suspected victims of forced criminality, one suspected victim of forced begging, and one suspected victim of both sex and labor trafficking. Police initiated a review of 13 individuals charged with drug-related offenses for work in cannabis cultivation to establish whether they were trafficking victims. In 2014, the majority of prosecutions under the anti-trafficking act involved the sexual abuse of children as opposed to trafficking as defined under the 2000 UN TIP Protocol, though authorities initiated the prosecution of one suspected trafficker for the sex trafficking of Nigerian girls. The government did not report any criminal convictions for sex trafficking or forced labor in 2014. In 2014, the High Court denied the appeal of a Chinese man previously sentenced for cannabis cultivation who contested his imprisonment on the grounds of being a trafficking victim compelled to engage in unlawful activity. While the judge found the man was kept in a condition of servitude under threats of violence, the judge found there was no evidence the man was "trafficked into the state," a finding that appeared to place additional burdens of proof not required by the 2008 law. The government did not report any investigations, prosecutions, convictions, or sentencing of government officials for alleged complicity in trafficking offenses. In 2014, authorities provided anti-trafficking training to 131 police officers and hosted a two-day anti-trafficking seminar for 120 senior police officers. Law enforcement cooperated with the governments of Romania, the United Kingdom, and the Netherlands on trafficking investigations.

PROTECTION

The government maintained victim protection efforts. Under the national referral mechanism, victims must be referred to law enforcement before shelter, health, and legal services can be provided. Authorities identified 45 suspected trafficking victims in 2014, compared with 44 in 2013. Of the 45 suspected victims, 13 were children. Fifteen suspected victims were from Romania, eight from Brazil, eight from Ireland, and the rest from Eastern Europe, Africa, and South Asia. While the majority of individuals were potential victims of sexual exploitation, seven were potentially exploited in labor trafficking, four in forced criminal activity, one in forced begging, and one in both sex and labor trafficking. Authorities did not report how many suspected victims were ultimately confirmed to be trafficking victims. Civil society organizations identified some sex trafficking victims who may have chosen not to be referred to authorities; for example, an NGO working with women in prostitution reported assisting 83 sex trafficking victims in 2013, the last year for which this data was available. NGOs lacked formal and defined roles in the victim identification process and reported delays and a lack of transparency in the process. Decisions on victim status by law enforcement could not be appealed, and NGOs reported not being offered explanations of denials.

The national referral mechanism included formal procedures guiding the provision of services. All foreign adult victims from countries outside the EU were offered lodging in the government-operated network of 34 asylum reception centers. Child victims were supported through child protection services. Irish adult victims could receive services through general social welfare and health service channels. In 2014, officials completed individual care plans for 20 suspected sex trafficking victims and 19 suspected labor trafficking victims that covered medical care, psychological care, lodging, legal assistance, and education and training. The government provided 172,000 euro ($209,000) to an NGO for assistance for sex trafficking victims and 4,000 euro ($4,870) to an NGO to assist labor trafficking victims. This level of support was similar to the prior year, but NGOs believed it was inadequate. Reception centers provided access to health services, psychological care, and vocational training. NGOs reported concerns with lack of privacy, inadequate security, and the remote locations of some of these centers and asserted the mixed gender nature of the centers was not appropriate for sex trafficking victims. Trafficking victims seeking asylum may have had to reside in asylum residence centers for two to four years while asylum processes were ongoing. The referral tracking system did not allow social workers to verify whether the full range of services for which victims were eligible had actually been provided.

The government provided identified, non-EU trafficking victims a 60-day reflection period before deciding whether to assist law enforcement, a period during which victims were prohibited from working. Two victims received reflection periods in 2014. Authorities granted 16 foreign victims six-month temporary residence permission in 2014; 13 of these victims received the permission without requiring a prior reflection period. Seven victims were offered long-term permission to remain in the country for cooperating with law enforcement. Though trafficking victims were permitted to seek legal employment while in temporary residency status, asylum seekers could not work. Six potential trafficking victims identified in 2014 had previously requested asylum in Ireland. In 2014, the employment appeals tribunal awarded 80,000 euro ($97,300) each to three Filipina domestic workers previously employed by the former ambassador of the United Arab Emirates to Ireland. The women reported indicators of forced labor, including the retention of passports and severe underpayment of wages. The government offered free legal aid to all suspected trafficking victims, but not all eligible individuals used the aid; in 2014, 16 suspected victims did so. As early legal representation was not available, some victims faced challenges navigating the immigration system and lacked representation during the investigation process. NGOs continued to report that Asian victims of forced labor in cannabis production were prosecuted and convicted for crimes committed as a result of being subjected to trafficking. The government reported taking steps to make police and prosecutors aware of the possible victimization of individuals involved in cannabis cultivation and appointed an NGO to provide expert advice in possible cases, but did not report identifying any such individuals as trafficking victims in 2014.

PREVENTION

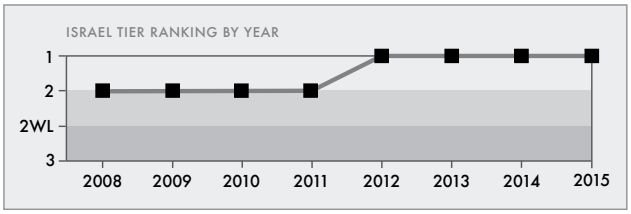
The government strengthened anti-trafficking prevention efforts. The justice ministry's anti-human trafficking unit coordinated interagency efforts, including the high-level interagency group and give working groups. The draft second national action plan remained under review for a second year. Authorities made efforts to reduce the demand for commercial sex, but not for forced labor. Authorities and NGOs maintained an awareness-raising campaign on sex trafficking. NGOs advocated for an independent national rapporteur to monitor government anti-trafficking efforts. The government issued robust guidelines for the employment of domestic workers employed by foreign diplomats in Ireland to prevent their exploitation. The government provided anti-trafficking training or guidance for its diplomatic personnel. The government provided anti-trafficking to Irish defense forces prior to their deployment abroad on international peacekeeping missions.

ISRAEL: Tier 1

Israel is a destination country for men and women subjected to forced labor and sex trafficking and, to a much lesser extent, a source country for women subjected to sex trafficking. Low-skilled workers primarily from Asia, Eastern Europe, and West Africa migrate to Israel for temporary contract labor in the construction, agriculture, caregiving, and fishing industries; some of these workers are subjected to forced labor. The average recruitment fee paid by migrants to labor recruiters is $8,400. An international organization reported in 2014 abuses endured by Thai men and women in Israel's agricultural sector, some of which constitutes forced labor. In 2013, men from the Philippines, Sri Lanka, and India worked under harsh conditions on fishing boats, some of which constitutes human trafficking distinguished by isolation, long working hours, and withheld salaries. Caregivers are highly vulnerable to forced labor due to their isolation inside private residences, high recruitment fees, and their lack of protection under labor law. Women from Eastern Europe, Uzbekistan, China, Ghana, and to a lesser extent South America, as well as Eritrean men and women, are subjected to sex trafficking in Israel; some women arrive on tourist visas to work in prostitution but are subjected to sex trafficking. Some Israeli women and girls may be victims of sex trafficking in Israel. Since 2007, thousands of African migrants have entered Israel irregularly from Egypt's Sinai Peninsula. Many of these migrants were kidnapped along the Eritrea-Sudan border or within Sudan and subjected to severe abuses, including forced labor and sex

trafficking, at the hands of criminal groups in the Sinai before reaching Israel. Due to the construction of a fence along the Israel-Egypt border and an aggressive Egyptian military campaign, the flow of these migrants arriving in Israel has nearly ceased—dropping from 10,000 in 2012 to 21 in 2014. The remaining 43,000 Eritrean and Sudanese migrants and asylum seekers, most of who arrived in Israel from the Sinai, are highly vulnerable to trafficking. In 2014, three Population and Immigration Authority (PIBA) officials were allegedly implicated in visa and passport fraud and suspected labor trafficking involving foreign workers.

The Government of Israel fully complies with the minimum standards for the elimination of trafficking. The government sustained law enforcement actions against sex and labor trafficking, although courts continued to give convicted offenders prison terms not commensurate with the severity of the crime. The government continued to implement strong anti-trafficking prevention measures. It continued to proactively identify and refer victims to protection services and cooperated with NGOs to identify potential victims. The government continued to operate long-term shelters—and opened an additional transitional shelter in 2014 —as well as a day center to continue providing protection services to an increased number of identified victims. Though the government continued to identify and release from detention trafficking victims among the detained irregular African migrant population, unidentified victims continued to be susceptible to long-term detention for committing immigration violations.



RECOMMENDATIONS FOR ISRAEL:

Impose stricter sentences on convicted trafficking offenders, consistent with the gravity of the crime; ensure trafficking victims are not penalized, including by detention, for unlawful acts committed as a direct result of being subjected to human trafficking, such as immigration violations; continue to strengthen victim identification and referral measures among African migrants in detention facilities, especially those who endured severe abuses in Egypt's Sinai Peninsula; continue to provide protection to all trafficking victims, including shelter and medical and psycho-social treatment; continue to increase and train the number of labor inspectors, social workers, and interpreters in the agricultural, construction, and caregiving sectors; continue to increase training for law enforcement, including police and prison officials, in victim identification, victim sensitivity, and enforcement of labor and sex trafficking laws; increase enforcement of foreign worker labor rights; and increase investigations of sex trafficking of Israeli nationals, including children, and foreign migrants working in the fishing and agricultural sectors.

PROSECUTION

The government sustained strong anti-trafficking law enforcement efforts, but sentences given to some convicted offenders remained inadequate. The government prohibits all forms of human trafficking through its 2006 anti-trafficking law, which prescribes penalties of up to 16 years' imprisonment for the trafficking of an adult, up to 20 years' imprisonment for the trafficking of a child, up to 16 years' imprisonment for slavery, and up to seven years' imprisonment for forced labor. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Under 376A of the Penal Law 5737-1977, holding a person's passport against their will carries a penalty of three to five years' imprisonment. In 2014, the police initiated over 250 sex trafficking investigations and arrested 73 individuals in these cases; it also opened 119 suspected forced labor investigations, 15 of which included the withholding of passports. This demonstrated an increase from 2013 when the government conducted 32 sex trafficking investigations and 88 forced labor investigations. In 2014, the government prosecuted 14 sex trafficking offenders, but it did not initiate any new forced labor prosecutions, compared with one forced labor and eight sex trafficking prosecutions in 2013. A 2012 case involving three forced labor offenders and four others charged in connection with forced labor crimes remained ongoing. In 2014, the government convicted 18 sex traffickers and one forced labor offender, compared with 22 sex traffickers and three forced labor offenders convicted in 2013. Courts continued to issue sentences to some trafficking offenders that were not sufficiently serious to deter the crime: the majority of traffickers were given sentences ranging from community service to 40 months' suspended imprisonment with financial penalties; only two of 19 offenders convicted in 2014 served prison time as a part of their sentences. Since May 2013, the government continued to cooperate with the Government of Georgia in a case involving an Israeli man who sexually exploited a 10-year-old Georgian girl *via* the internet; the offender was convicted of sex trafficking in January 2015. In February 2015, he was sentenced to 16 years' imprisonment and fined $25,000. The government reported challenges to prosecuting sex trafficking cases, as many victims preferred to be repatriated and were unwilling to remain in Israel to serve as witnesses in the criminal case against their traffickers. In 2014, the government investigated and suspended three PIBA employees for allegations of visa and passport fraud related to foreign workers; one of the cases led to the investigation of seven non-governmental individuals for suspected labor trafficking. The government continued to provide extensive anti-trafficking trainings, workshops, and seminars to officials in various ministries. The government also hosted an anti-trafficking conference, in collaboration with international organizations, for judges from 14 countries in October 2014.

PROTECTION

The government continued to improve efforts to identify and protect trafficking victims, yet unidentified victims among the African migrant population remained vulnerable to the government's policy of detaining migrants. The government continued to widely circulate victim identification guidelines to government ministries, which regularly referred potential victims to the police to open an investigation and ensure the provision of protective services. Authorities also continued to cooperate with NGOs on victim identification and referral. The police continued a program with an NGO to help identify and refer to protection sex trafficking victims picked up during police raids of brothels; police identified 28 victims during brothels raids in 2014. The government continued to fund the 35-bed Maagan shelter for female trafficking victims, a 35-bed Atlas shelter for male trafficking victims, and an 18-bed Tesfa shelter specifically catered to the cultural and social needs of female victims from Eritrea and Ethiopia; all shelter residents were provided work permits and allowed to leave freely. These

shelters offered one year of rehabilitation services, including job training, psycho-social support, medical treatment, language training, and legal assistance. The government also funded transitional apartments with 18 beds for trafficking victims, and, in December 2014 it opened a six-bed transitional apartment for male trafficking victims. In 2014, the Maagan shelter assisted 58 victims, including 27 who were newly referred to the shelter. Authorities referred 17 women to the Tesfa shelter. Transitional apartments housed 38 women, and the Atlas shelter assisted 79 men. The Ministry of Social Affairs continued to operate a day center in Tel Aviv for male and female African trafficking victims, some of whom were awaiting space at the shelters. The center provided psycho-social services and food aid and identified individuals at risk of trafficking and referred them to shelter services. In 2014, the center provided services to over 100 African men and women, primarily from Eritrea, who police identified as trafficking victims abused in the Sinai. Additionally, the government continued to provide trafficking victims who opted not to live in shelters an official letter that protected them from potential arrest and emergency contact numbers of the shelters and relevant ministries.

The Ministry of Justice (MOJ) legal aid branch continued to provide free legal aid to trafficking victims. In 2014, the branch received 88 legal aid requests from victims, including 47 African men and women who were trafficking victims in the Sinai. In 2014, the government issued 111 B1 visas—unrestricted work visas—and one-year rehabilitation visas to trafficking victims. The government encouraged victims to assist in the investigation and prosecution of their traffickers, but did not require their participation as a condition for receiving visas and protective assistance; victims could also opt to leave the country pending trial proceedings. The government allowed trafficking victims to work during the investigation and prosecution of their traffickers.

Though most trafficking victims were not punished for acts committed as a direct result of being subjected to human trafficking, unidentified trafficking victims among the irregular African migrant population were regularly detained for immigration violations under the Law of Infiltration. In December 2014, the government amended the law, which determined irregular African migrants remain in prison for three months, followed by 20 months in the Holot holding facility. Though the government characterized Holot as an open facility, an international organization and Holot residents claimed it was a *de facto* detention center due to its remote location in the desert, poor access to healthcare, and restrictive requirements on movement. Though the government identified and released from detention four trafficking victims in 2014, an NGO identified and referred 29 trafficking victims among those in detention facilities to the MOJ legal aid branch; at the end of the reporting period, the government granted only eight of these referrals trafficking victim status.

PREVENTION

The government continued its efforts to prevent and raise awareness of human trafficking. The anti-trafficking unit met on a regular basis with government ministries, NGOs, and the Knesset (parliament); conducted trainings for officials; advised officials on labor practices in the agricultural sector and fishing industry; and maintained a website on human trafficking. The anti-trafficking unit also continued to chair an inter-ministerial committee appointed to study women and children in prostitution in Israel and, in 2014, it formed a working group with various ministries and an NGO to address child prostitution. The Knesset Subcommittee on Trafficking in Women and Prostitution and the Knesset Committee on Foreign Workers met several times during the reporting period. In December 2014, the government presented its seventh annual awards to individuals or organizations making a significant contribution to combat human trafficking.

PIBA continued to monitor recruitment agencies and manpower companies for labor law violations, and the government produced and distributed a victim identification pamphlet to manpower agencies. In accordance with PIBA procedures for recruitment agencies in the caregiving sector, it required every agency to hire a licensed social worker responsible for supervising the conditions of foreign caregivers, including home visits, and for informing relevant authorities about labor violations. In 2014, the Ministry of Interior reported an increased focus on training social workers to identify potential cases of human trafficking among caregivers. In 2014, the police charged 26 individuals for alleged crimes against foreign workers, such as inflated brokerage fees and fraud. The Ministry of Economy, which employed 274 labor inspectors and contracted translators during routine inspections, initiated 796 investigations and issued 982 administrative warnings against 413 employers for labor violations in 2014. The government continued to operate a 24-hour hotline for foreign workers to lodge complaints. The government reported efforts to reduce the demand for commercial sex acts and forced labor. In 2014, the government prosecuted nine defendants and convicted two individuals for purchasing commercial sex with children, while it also initiated the prosecution of a potential forced labor case that included elements of exploitation. The government also made efforts to prevent potential trafficking of African migrants who had been abused—or affiliated to persons abused—in the Sinai; it prosecuted four and convicted two offenders for crimes committed in the Sinai, some of which may have included trafficking. The government made significant efforts to address sex tourism. The Ministry of Tourism adopted the Global Code of Ethics in Tourism in January 2014, and throughout 2014 it implemented awareness raising of trafficking in the tourism sector and anti-trafficking training on this issue for government officials, tourism industry representatives, and NGOs. Israeli law prohibits Israeli nationals from engaging in child sex tourism abroad. The government provided anti-trafficking training or guidance for its diplomatic personnel.

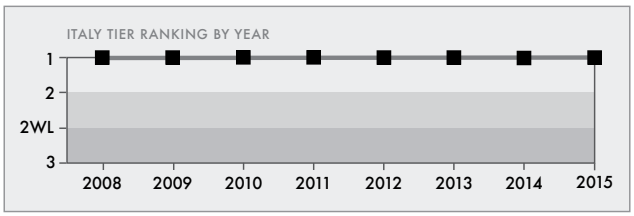
ITALY: Tier 1

Italy is a destination, transit, and source country for women, children, and men subjected to sex trafficking and forced labor. Victims originate from Nigeria, Romania, Morocco, China, and other countries. Female victims are often subjected to sex trafficking in Italy after accepting promises of employment as waitresses, dancers, singers, models, or caregivers. Eastern European women and girls are forced into prostitution by Romanian and Albanian criminal groups. Nigerian women and girls are subjected to sex and labor trafficking through debt bondage and coercion through voodoo rituals. Experts estimate approximately 2,500 children are exploited in street prostitution. Men from Africa, Asia, and Eastern Europe are subjected to forced labor through debt bondage in agriculture in southern Italy and in construction, house cleaning, hotels, and restaurants in the north. Chinese men and women are forced to work in textile factories in Milan, Prato, and Naples. Children subjected to sex trafficking, forced begging, and forced criminal activities are from Romania, Nigeria, Brazil, Morocco,

and Italy, particularly Romani and Sinti boys who may have been born in Italy. Transgender individuals from Brazil and Argentina are forced into prostitution in Italy. Unaccompanied children are at risk of trafficking, particularly boys from Somalia, Eritrea, Bangladesh, Egypt, and Afghanistan who often work in shops, bars, restaurants, and bakeries to repay smuggling debts or send money to their families. Official complicity in human trafficking crimes occurs at the local level.

Experts believe the overall number of trafficking victims in Italy is increasing due to the dramatic rise in migrants and asylum seekers arriving by boat escaping war and oppressive political, social, or economic conditions. One of the two main irregular migration routes used by smugglers and traffickers originates in East or South Asia, passes through Turkey and Greece, and crosses the Mediterranean Sea to Italy; the other route originates in Sub-Saharan Africa, passes through Niger and North Africa, and reaches Italy by sea. More than half of the 170,100 migrants who came ashore in 2014 were not identified by authorities, and many moved on to join relatives in northern European countries; some may have become victims of trafficking and exploitation. The Italian government houses migrants in temporary centers throughout the country; asylum seekers who leave the centers before their cases are finalized are at risk of being subjected to sex or labor trafficking. Approximately a quarter of the unaccompanied children who arrived in Italy in 2014 and left their protected communities to work, beg, or journey northwards are highly vulnerable to exploitation. Most migrants and asylum seekers rely on smugglers at some point during their journey and in some instances are forced into exploitation upon arrival in Italy.

The Government of Italy fully complies with the minimum standards for the elimination of trafficking. The government continued to investigate and prosecute offenders under the anti-trafficking law, though convictions decreased. The government increased identification of victims by 80 percent and doubled funding for victim protection, returning Italy to its 2012 level of funding, though victim needs continued to outpace available resources. The government coordinated an interagency working group to generate guidelines for victim identification and referral as part of a proposed national action plan, but postponed publication of the plan.



RECOMMENDATIONS FOR ITALY:

Increase convictions of traffickers resulting in dissuasive sanctions; improve efforts to screen irregular migrants and asylum seekers to identify possible trafficking victims, particularly in migrant reception and expulsion centers; increase efforts to identify victims of domestic trafficking, specifically among children from minority populations forced into prostitution, begging, or crime; provide appropriate services for labor trafficking victims and discourage demand for forced labor by increasing thorough labor inspections; formalize victim identification and referral procedures and consistently train law enforcement and other officials on their proactive application; provide adequate long-term funding to NGOs assisting victims; develop specialized services for child trafficking victims and expand accommodation for male victims; establish a national coordination structure that involves all relevant public bodies and civil society organizations; finalize and implement a national action plan; and implement nationwide awareness raising activities on all forms of trafficking.

PROSECUTION

The government continued efforts to investigate and prosecute traffickers, but decreased convictions. Italy prohibits all forms of trafficking through its 2003 Measures Against Trafficking in Persons law, which prescribes penalties of eight to 20 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. Authorities investigated 3,803 suspected traffickers in 2013, the most recent year for which law enforcement statistics were available, an increase from 2,270 suspects in 2012. The government prosecuted 1,024 defendants in 2013, an increase from 805 defendants in 2012. In 2013, 74 traffickers were convicted and appeals courts affirmed the convictions of 108 defendants, representing decreases from the 135 traffickers convicted and 121 convictions upheld in 2012. The government was unable to provide complete data on sentences imposed during the reporting period, but reported some convicted traffickers received prison sentences ranging from five to 13 years. The government did not disaggregate law enforcement statistics involving sex and labor trafficking crimes but historically has prosecuted both. The training curriculum for law enforcement agencies included victim identification and investigation of trafficking and exploitation crimes, though the government lacked a systematic approach to training public officials. The Italian foreign ministry suspended Italy's ambassador to Turkmenistan after he was arrested in the Philippines for child trafficking and abuse. Despite incidents of local government officials involved in trafficking, the government did not report any investigations, prosecutions, or convictions of government officials complicit in trafficking offenses.

PROTECTION

The government improved protection efforts. With government funding, NGOs assisted 810 victims of sexual and labor exploitation in 2014, a large increase from the 447 victims assisted in 2013, though well below the 2,018 victims assisted in 2012. Approximately one quarter (203) received official trafficking victim status. The vast majority of victims (595) were females subjected to sexual exploitation, of whom 24 were girls; 215 were victims of labor exploitation. The government granted 381 foreign trafficking victims temporary residence permits in 2013, but it did not provide the number of permits granted in 2014. Victims were not required to cooperate with law enforcement to obtain a residence permit, but experts reported victims were often expected to give information to law enforcement. Eighty-two victims collaborated in the prosecution of traffickers, though experts have noted witness protection is rarely available to trafficking victims.

The government allotted 8 million euro ($9.86 million) to trafficking victim assistance programs implemented by NGOs in 2014, a 60 percent increase from its 2013 allocation. Victim assistance programs also received approximately 2.7 million euro ($3.27 million) from local and regional administrations and the EU. NGOs reported insufficient funding to meet victim assistance needs. Victim services lasted three to six months; shelter and

reintegration assistance was available for an additional 12 months. Male victims were accommodated in separate shelters run by NGOs, though space was limited. Child trafficking victims received an automatic residence permit until they reached 18 and were accommodated in generalized children's centers; specialized services and shelters for child trafficking victims did not exist. Experts criticized disparate levels of assistance across the country. Referral processes varied from region to region and were based on memoranda of understanding signed between local police and NGOs. According to NGOs, trafficking victims amongst irregular migrants, asylum seekers, and unaccompanied children went unidentified due to inconsistent application of identification criteria by officials. Under Italian law, victims were not punished if they were forced to commit a criminal offense as a result of being subjected to trafficking; however, there were reports some victims were charged with immigration-related crimes.

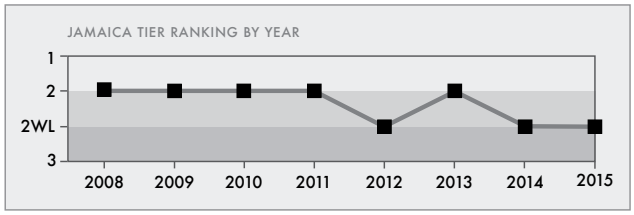
PREVENTION

The government sustained limited trafficking prevention efforts. The government did not finalize its first national anti-trafficking action plan, despite a March 2014 legislative decree requiring it to do so. It also did not implement any nationwide public awareness campaigns. The government lacked a national anti-trafficking coordinator, and there was no national rapporteur to conduct independent evaluations of anti-trafficking efforts. The government's hotline for victims of trafficking received over 4,000 calls for information in 2014, of which 769 were directly related to trafficking. Local authorities and NGOs continued to distribute brochures, posters, bumper stickers, and media advertisements providing information on victim assistance. The government coordinated an interagency working group to generate guidelines for victim identification and referral as part of the creation of the national plan. The government made efforts to reduce the demand for commercial sex acts and forced labor. The government provided anti-trafficking training to Italian troops prior to their deployment abroad as part of international peacekeeping missions. The government provided anti-trafficking training for its diplomatic personnel.

JAMAICA: Tier 2 Watch List

Jamaica is a source and destination country for adults and children subjected to sex trafficking and forced labor. Sex trafficking of Jamaican women and children reportedly occurs on streets and in night clubs, bars, massage parlors, and private homes, including in resort towns. Jamaican citizens have been subjected to sex trafficking and forced labor abroad, including in other Caribbean countries, Canada, the United States, and the United Kingdom. Communities vulnerable to sex trafficking and forced labor include residents of Jamaica's poverty-stricken areas ruled by criminal "dons," who remain effectively outside of the government's control, and workers in the informal sector, particularly on family farms and in markets and shops. A high number of children are reported missing in Jamaica; some of these children are likely subjected to forced labor or sex trafficking. Foreign nationals are subjected to forced labor in Jamaica and aboard foreign-flagged fishing vessels operating in Jamaican waters. NGOs and other local observers report child sex tourism is a problem in Jamaica's resort areas. Jamaican police officers may be complicit in prostitution rings, some of which are alleged to recruit children and coerce adults into the sex trade.

The Government of Jamaica does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2014, the government made substantive efforts to raise public awareness of human trafficking. The government also named a national trafficking in persons rapporteur, the first such appointment in the region, who will report directly to Parliament. The director of public prosecution successfully concluded a trafficking case at the Supreme Court. Despite these measures, the government did not demonstrate evidence of overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Jamaica is placed on Tier 2 Watch List. For the sixth consecutive year, the government did not convict any traffickers, including officials complicit in human trafficking. While the government identified more Jamaican adult trafficking victims than in the previous reporting period, it only identified one child victim compared with the high number of children vulnerable to both sex trafficking and forced labor.



RECOMMENDATIONS FOR JAMAICA:

Vigorously prosecute, convict, and punish traffickers, including any officials complicit in sex or labor trafficking; identify and assist more victims of forced labor and sex trafficking, including prostituted Jamaican children; develop a new, comprehensive national action plan with adequate funding dedicated to implement the plan; fully implement government-wide standard operating procedures to guide police, labor inspectors, child welfare officials, and health workers in the proactive identification of local and foreign victims of forced labor and sex trafficking, including children under age 18 in prostitution in night clubs, bars, and massage parlors; develop and implement standards for shelter and trafficking victim care designed to move victims toward self-sufficiency; provide the necessary authority and support to the newly appointed national rapporteur on trafficking in persons to carry out the mandate to investigate reports of human trafficking, report on violations of the rights of victims, and provide an annual report to the government; and continue efforts to raise awareness about human trafficking of Jamaican citizens and foreign nationals.

PROSECUTION

The government did not secure any trafficking convictions; however, it successfully concluded a trafficking trial at the Supreme Court, which resulted in a hung jury, and continued to pursue 13 trafficking cases in the court system. The government prohibits all forms of trafficking through its comprehensive Trafficking in Persons (Prevention, Suppression, and Punishment) Act. Maximum sentences for trafficking crimes range from 20 years' imprisonment for trafficking in persons and conspiracy to commit trafficking to 30 years' imprisonment for aggravated trafficking in persons. In April 2014, officials enacted the Criminal Justice Act, which may be used to prosecute traffickers who are members of a "criminal organization" with penalties of five to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes.