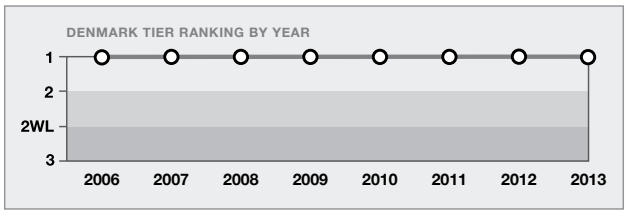
individuals. There were no reported investigations of child sex tourism or forced child labor during the reporting period. The government took no formal steps to reduce demand for commercial sex acts during the year. The Czech Republic is not a party to the 2000 UN TIP Protocol.

DENMARK (Tier 1)

Denmark is primarily a destination and transit country for women and children subjected to sex trafficking from Nigeria, Cameroon, Romania, Estonia, Thailand, and other countries in Africa, Southeast Asia, Eastern Europe, and Latin America. Some migrants working in agriculture, domestic service, restaurants, hotels, and factories are subjected to labor trafficking under debt bondage, withheld wages, abuse, and threats of deportation. In one recent case, two Romanians were held against their will and compelled to work as janitors for three years and to live in squalid conditions. Unaccompanied migrant children are vulnerable to human trafficking, although in practice, there are very few cases of child trafficking. Copenhagen's relatively small red-light district represents only a portion of the country's larger commercial sex trade, which includes brothels, bars, strip clubs, and underground venues.

The Government of Denmark fully complies with the minimum standards for the elimination of trafficking. The government maintained its law enforcement efforts and increased coordination between law enforcement and social workers to proactively identify some victims of trafficking through the use of crisis centers. Denmark's 72-hour limitation for charging an individual with a crime, including violations of immigration law, served as a structural impediment to meaningful victim identification in detention settings, which may have led to the punishment of some victims for acts committed as a direct result of their trafficking. Once victims were identified, the government provided them with protection, prevented them from being punished for acts committed as a result of trafficking, and encouraged their participation in investigations. Although there is not a trafficking-specific legal alternative to removal from Denmark, victims of trafficking have the option of applying for asylum in Denmark.



Recommendations for Denmark: Continue coordination with trained social workers to improve and institutionalize victim-sensitive, proactive identification procedures, including special concern for child victims, and to ensure that potential victims are not re-victimized, treated as offenders, or detained; continue law enforcement efforts to proactively identify and expeditiously transfer potential trafficking victims from police or immigration custody to crisis centers; assess current use of legal alternatives to removal, consider ways to increase use of these alternatives, or create alternatives specific to trafficking victims; improve procedures to encourage victims' meaningful participation in criminal proceedings against their traffickers; carry out an evaluation per the government's national action plan to determine why so few trafficking victims agree to "prepared return," and assess whether available services are meeting victims' needs; continue to investigate and prosecute trafficking offenders, and convict and sentence sex and labor trafficking offenders under Section 262(a) of the Danish criminal code; further enhance continued law enforcement efforts against labor trafficking; and ensure trafficking offenders serve sentences commensurate with the serious nature of the offense.

Prosecution

The Government of Denmark maintained its anti-trafficking law enforcement efforts in 2012. Denmark prohibits sex trafficking and forced labor through Section 262(a) of its criminal code, which prescribes punishments of up to ten years' imprisonment; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Authorities initiated four new investigations against nine trafficking suspects in 2012, compared with 14 suspects investigated in 2011. Trafficking prosecutions against 11 defendants resulted in three convictions, a decrease compared with 13 defendants prosecuted and nine convicted in 2011. Some offenders investigated and prosecuted under the anti-trafficking statute were convicted instead under Section 228 for procuring prostitution, which imposes more lenient maximum penalties of up to four years' imprisonment. One convicted offender was sentenced to 10 months' imprisonment; the case is under appeal. Two offenders were sentenced to two years' and six months' imprisonment and were expelled from Denmark.

Media reports noted the first arrests for forced labor in a case involving a Romanian couple who reportedly were held against their will doing janitorial work for three years, denied wages, and made to live in a closet on the alleged traffickers' balcony. A study commissioned by the Government of Denmark noted courts have yet to prosecute any labor trafficking cases despite reports of migrants held in debt bondage, under threat of losing residence permits, and denied wages in the agriculture and cleaning industries. Over the last year, the Danish government began to focus on identifying victims of labor trafficking; the study noted that the increasing number of labor trafficking cases would necessitate intensified efforts to prevent and combat this form of trafficking. Law enforcement and other officials experienced continued difficulties discerning forced labor from lesser labor violations but are taking proactive steps to enhance victim identification and law enforcement efforts in this area. The government trained tax inspectors and employees of trade unions on labor trafficking identification, which resulted in increased identification of forced labor cases during the reporting period. The government also trained social workers, police officers, judges, prosecutors, immigration officers, health professionals, and NGOs on human trafficking.

The government did not provide disaggregated data to demonstrate efforts against both sex and labor trafficking. The Government of Denmark did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses during the reporting period.

Protection

The government increased coordination between law enforcement and social workers in an effort to improve victim

identification during the reporting period. In 2012, the Danish Immigration Service identified 45 trafficking victims without legal status, and social workers in the government's center against human trafficking identified 21 victims with legal status, for a total of 66 identified trafficking victims, compared with 60 victims identified in 2011. Denmark successfully identified 17 labor trafficking victims in 2012, compared with none in 2011.

The center referred 39 of the identified trafficking victims to crisis centers and informed all victims of the availability of short term healthcare and legal assistance. Eight victims stayed in asylum centers. In addition to two existing government-supported crisis centers and a mobile outreach health unit that served victims of trafficking, the government opened an additional drop-in crisis center during the reporting period in northern Jutland to offer health and social services to trafficking victims, which resulted in improved coordination between social workers and police to refer potential victims of trafficking to the center instead of remanding them to police custody. Victims were free to come and go from these centers. The police worked with the crisis center and local service providers to prepare services for possible victims of trafficking in advance of raids on massage clinics during the reporting period.

Denmark's 72-hour limitation for charging an individual with a crime, including violations of immigration law, served as a structural impediment to meaningful victim identification in detention settings, which may have led to the punishment of some victims for acts committed as a direct result of their trafficking. In November 2012, the Danish government allocated money through the 2013 financial bill to strengthen the efforts of the Danish center against human trafficking to improve confidence building in the early stages of interaction with victims.

Non-EU trafficking victims have both the option of applying for asylum in Denmark as well as receiving a residence permit if their stay is necessary for criminal investigations or proceedings; in practice these options have been rarely used. Since 2007, 11 foreign victims of foreign trafficking have been granted resident permits. There are no legal alternatives to removal specific to trafficking victims. For most non-EU victims, this precludes their presence and participation in prosecutions of their traffickers.

The Danish government provides non-EU victim services through a prepared return program. Victims officially identified by the Danish Immigration Service are granted a 30-day period in which to decide whether to accept a prepared return. During the reporting period, if victims accepted prepared return they could be granted a further 70-day postponement of removal from Denmark under section 33(1) of the Aliens Act. An amendment to the Alien's Act passed in November 2012 that will come into force next reporting period provided funding for the extension of this period from 70 to 90 days. Prepared return provided up to 100 days of accommodation in a shelter, referrals to organizations in victims' countries of origin to assist with repatriation and reintegration, preparation of travel documents, and escort during travel. In 2012, four victims of trafficking agreed to participate in the government's prepared return program, compared to 12 victims who participated in 2011.

In June 2012, the director of public prosecutions published guidelines instructing police commissioners, chief prosecutors, and regional public prosecutors to withdraw charges against formally identified victims of trafficking if the alleged offence relates to the trafficking and cannot be characterized as a serious crime in response to the fact that Danish law does not provide statutory protection for trafficking victims against such prosecutions.

Prevention

The Government of Denmark sustained efforts to prevent trafficking during the reporting period. The government's center against human trafficking funded an NGO-run campaign aimed at increasing public awareness of sex trafficking and reducing demand for prostitution. The government allocated the equivalent of approximately $15.5 million to fund activities under the national action plan for 2011 to 2014. During the reporting period, the government designated the equivalent of an additional $680,000 to fund victim identification, prepared return, and public awareness prevention activities in 2013 and 2014. The Government of Denmark also supported the third phase of a program against human trafficking in Belarus, Moldova, and Ukraine with a budget of the equivalent of approximately $2.7 million during the reporting period, Denmark's largest assistance program to combat human trafficking abroad.

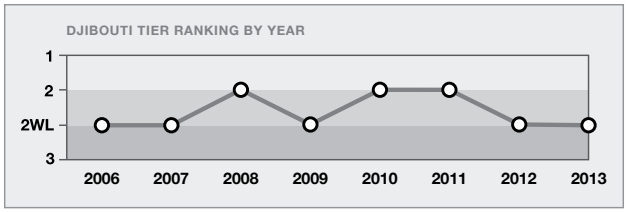
The government did not demonstrate efforts to reduce the demand for forced labor during the reporting period. The Danish Ministry of Defense provided human rights training to Danish soldiers prior to their deployment abroad on international peacekeeping missions, which included instruction on its zero-tolerance policy on human trafficking.

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 80,000 men, women, and children from Ethiopia, Somalia, and Eritrea are estimated to have passed through Djibouti as voluntary and undocumented economic migrants *en route* to Yemen and other locations in the Middle East. An unknown number of these migrants are subjected to conditions of 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 may fall victim to domestic servitude or sex trafficking in Djibouti City, the Ethiopia-Djibouti trucking corridor, or Obock, the preferred departure point for Yemen via the Red Sea or Gulf of Aden. Some migrants intending to be smuggled may be moved or detained against their will within Djibouti. Networks, including Djiboutians and Djiboutian residents, may charge rents or kidnap and hold migrants for ransom—increasing their vulnerability to trafficking and, at times, creating situations tantamount to debt bondage; reports indicate some migrant women were subject to domestic servitude in Djibouti as a result. In addition, ransoms may be paid by traffickers based in Saudi Arabia, who reportedly intend to exploit migrants upon their arrival there. Djibouti's older street children reportedly act at times as pimps of younger children. Members of foreign

militaries stationed in Djibouti contribute to the demand for women and girls in prostitution, including possible trafficking victims. Street children, including Djiboutian children, are sometimes forced by their parents or other adult relatives to beg as an additional source of family income; children may be also 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. Despite these measures, the government did not demonstrate evidence of overall increasing efforts to address human trafficking since the previous reporting period; therefore, Djibouti is placed on Tier 2 Watch List for a second consecutive year. The government provided basic healthcare to undocumented migrants, but it failed to acknowledge their vulnerability to trafficking or the existence of various forms of human trafficking in the country. In their monitoring of bars and nightclubs for child prostitution, police arrested children and referred them to medical services on an *ad hoc* basis. The government expanded its partnership with IOM, requesting assistance in developing an anti-trafficking strategy, including the development of procedures for the identification of trafficking victims. However, unlike in previous reporting periods, the anti-trafficking working group led by the Ministry of Justice was inactive during the year and failed to complete its draft of a national action plan. Police investigated seven cases of Djiboutians exploiting or abusing children in prostitution. Outside of child prostitution, the government failed to investigate or prosecute any other trafficking offenses, including those allegedly committed by complicit officials. It made no attempt to implement the protection or prevention components of its anti-trafficking law, even within the confines of its limited resources and capacity.



Recommendations for Djibouti: Draft a national action plan to coordinate and pace government efforts; amend Law 210 to distinguish between trafficking and smuggling offenses; when implementing Law 210, identifying victims, and combating trafficking generally, ensure use of 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; continue to work with judges, prosecutors, and police to clarify the difference between cases of human trafficking and alien smuggling; enforce the anti-trafficking statute 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 efforts to enforce its laws against human trafficking during the reporting period. Although there is a deputy prosecutor with responsibility for overseeing all human trafficking prosecutions, the government did not successfully prosecute any trafficking offenders in 2012. This was due in part to Djibouti's Law 210, "Regarding the Fight Against Human Trafficking," enacted in December 2007, which prohibits both forced labor and sex trafficking but does not adequately distinguish between human trafficking and alien smuggling. Law 210 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. Djiboutian authorities failed to demonstrate efforts to investigate or punish domestic servitude, other forced labor, or sex trafficking offenses. The National Police reported an attempt to assist suspected victims of forced labor, though the workers chose to continue their exploitative work in hopes of affording passage to Yemen. In 2011, the most recent year for which data is available, the morality police continued their patrols of nightclubs and bars in Djibouti City to monitor for prostitution and arrested both clients and persons in prostitution, including 80 children between the ages of 10 and 17; the government failed to take any law enforcement action against the establishments in which they were found and did not screen others in this vulnerable population for trafficking victimization. Nonetheless, the government reported its investigation of seven cases of Djiboutians exploiting or abusing children in prostitution, although it provided minimal details on these cases. Following overnight detention, police officers reportedly delivered an Eritrean asylum seeker on two separate occasions to a construction site where he was forced to work all day without pay. There are unconfirmed allegations that police round-ups of non-Djiboutian residents, including asylum seekers, are semi-routine. The government failed to investigate officials allegedly complicit in trafficking or trafficking-related crimes, including border guards bribed to allow entry into Djibouti. The government did not independently train its officials to respond to trafficking crimes, though it contributed physical space for international organizations to provide training to Djiboutians on trafficking as part of migration management and border control training.

Protection

The government made minimal efforts to protect victims of trafficking during the reporting period or to ensure that victims received access to shelter or other services. With limited resources and a small pool of underfunded NGO partners, the government had little means with which to address the needs of trafficking victims during the year. Djiboutian authorities provided a baseline level of care to African migrants in crisis, including food and emergency outpatient care for dehydration, pregnancy, or injuries received while traveling; it is unclear whether trafficking victims in this population

are being served. While partnership between IOM and the Government of Djibouti increased significantly during the year, the government lacked a formal system to proactively identify victims of trafficking among high-risk populations, such as undocumented immigrants and persons found in prostitution. The government regularly deported undocumented foreigners and did not consistently screen this population for indicators of human trafficking. Additionally, the government detained children in prostitution and street children, including potential trafficking victims, following sweeps to clear the streets in advance of holidays or national events. Officials referred such children to medical services on an *ad hoc* basis. Though 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.

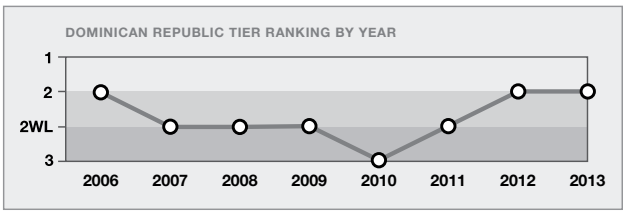
Prevention

The government made minimal efforts to prevent trafficking during the year. Its working group on trafficking, led by the Ministry of Justice, was inactive in 2012. The government failed to coordinate anti-trafficking awareness campaigns or to partner with NGOs or donors to undertake such efforts. During the reporting period, the Ministries of Justice, Interior, Foreign Affairs, and Labor worked on implementation provisions for a bilateral "Agreement to Combat Illegal Immigration and Human Trafficking," signed between the Governments of Djibouti and Ethiopia in January 2012. The agreement established a means for legal recognition and labor protection for undocumented Ethiopians residing in Djibouti. International donors trained 300 members of the Djiboutian armed forces on avoiding high-risk sexual behavior, including by not exploiting women in prostitution. The government did not take any known measures to reduce the demand for commercial sex act or forced labor.

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. Reports indicate that large numbers of Dominican women and children are subjected to sex trafficking throughout the Dominican Republic, the Caribbean, Europe, South America, the Middle East, and the United States. A recent study conducted by the United Nations Population Fund revealed that tens of thousands of Dominican women are presently victims of trafficking worldwide. Additionally, the commercial sexual exploitation of local children by foreign tourists is a problem, particularly in coastal resort areas of the Dominican Republic, with these child sex tourists arriving year-round from the United States, Canada, and European countries. Dominican officials and NGOs have documented cases of children forced into domestic service, street vending, begging, agricultural work, construction, and moving of illicit narcotics. The large populations of working children and street children are highly vulnerable to forced labor and sex trafficking. NGOs have increasingly reported cases of forced labor of adults in construction, agricultural, and service sectors. The large population of undocumented or stateless persons of Haitian descent in the country is particularly vulnerable to trafficking. Dominican and foreign women in exotic dancing and in prostitution in the Dominican Republic's legalized sex trade are highly vulnerable to sex trafficking within the country.

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. During the reporting period, the government made notable progress by prosecuting, convicting, and punishing a perpetrator of child sex trafficking as well as perpetrators of child forced begging; the latter was the first known example of the government using its human trafficking statute to prosecute labor trafficking offenders. The lack of a government-wide protocol to guide officials in the proactive identification and referral of trafficking victims was a problem, and government-funded assistance for victims was scarce. Long-term shelter, counseling, and immigration relief for adult victims largely did not exist in the Dominican Republic. There were serious concerns that the government was also not addressing official complicity in human trafficking or the demand for human trafficking within the country.



Recommendations for the Dominican Republic: Vigorously prosecute and punish offenders involved in the forced labor and sex trafficking of children as well as adults; vigorously investigate and prosecute government employees complicit in forced prostitution or forced labor; work with NGOs to establish and implement a formal government-wide protocol to guide officials in how to identify adult and child trafficking victims, especially those in the sex trade, and refer them to available services; work with NGOs to ensure adequate shelter and services are available to adult victims and that more child and adult victims are identified and receive services; establish formal legal alternatives to removal for foreign victims to countries where they would face retribution or hardship; and implement a forced labor and forced prostitution awareness campaign in Spanish and Creole that targets trafficking victims, the demand for commercial sex acts and forced labor, and provides instruction for reporting human trafficking cases.

Prosecution

The government made progress in prosecuting sex and labor trafficking offenders during the reporting period, though alleged complicity of government officials in human trafficking remained a serious problem. 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. The law's conflation of human trafficking and human smuggling, however, continues to be problematic. The government reported two new labor trafficking investigations and at least five new sex trafficking investigations during the reporting period. The government initiated two new forced begging prosecutions and two new sex trafficking prosecutions during the reporting period, compared

with eight labor trafficking and 12 sex trafficking prosecutions the previous year. In a positive step marking the government's first labor trafficking convictions using its human trafficking law, authorities reported two forced begging convictions and one acquittal in 2012; sentences for the two convicted labor trafficking offenders were 15 years' imprisonment plus fines. The government also reported one conviction of a child sex trafficking offender, who received a four-year prison sentence. All reported prosecutions and convictions involved child trafficking; the government did not report any prosecutions or convictions in cases involving adult victims of human trafficking. The government cooperated with governments in Europe and throughout the Western Hemisphere on investigations of transnational human trafficking cases.

There were also numerous reports that official complicity in human trafficking was a serious problem. For example, an agricultural worker reported that military personnel, or individuals dressed as such, prevented workers from leaving workers' accommodations. Agricultural workers in the coconut sector alleged that inspectors and military personnel in the border province of Dajabon conspired with a company owner to smuggle workers into the country, where they subsequently were held in coercive conditions. Several stakeholders alleged some police officers were complicit in the exploitation of children as drug couriers. NGOs reported a public protest in January 2013 involving scores of Haitian migrant workers who claimed to have been recruited through fraudulent offers of employment and other coercive measures. The government did not report any investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period.

The government identified the need for specialized training for officials on human trafficking, and the government cooperated with international organizations and foreign donors on a number of trainings during the reporting period.

Protection

The government made little progress in the protection of trafficking victims during the reporting period. The government's lack of formal procedures to guide front-line responders such as police, labor inspectors, and health workers on how to proactively identify trafficking victims among vulnerable groups (such as people in the Dominican Republic's legalized sex trade and migrant workers) and refer them to available services resulted in victims being unaware of or being refused access to the limited victims' assistance resources. The government emphasized the use of temporary shelters to provide victim care services. The child welfare and protection agency (CONANI) had eight active shelters for children in danger. The Department of Migratory Control and Investigation referred victims of trafficking to IOM for appropriate attention and care, including provisional shelter and psychological help. The government reported the Attorney General's Office of Legal Representation of Victims provided pro bono orientation, assistance and legal representation to low-income victims as well as access to medical care, social workers, and family therapists. NGO partners reported inadequate victim care services for all identified victims, including child sex trafficking victims, and that services were generally provided on an *ad hoc* basis. Psychological support and legal assistance were provided in some cases through a local NGO with funding from the Ministry of Women. NGOs noted that few of the victims it referred to Dominican authorities during the reporting period received victim care services. The Dominican National Police reported identifying 77 potential trafficking victims during the reporting period, compared with 76 victims in the previous year. The labor ministry identified no human trafficking cases. CONANI reported providing services to 12 girls and nine boys who were human trafficking victims, a significant decrease from 60 child trafficking victims in the previous reporting period.

The government reportedly encouraged victims to participate in the prosecution of trafficking offenders, though there were no reports of adult trafficking victims assisting in such prosecutions during the reporting period. Dominican trafficking law protects victims from being punished for crimes committed as a direct result of their being in a human trafficking situation. The government did not provide formal long-term reintegration assistance for repatriated Dominican trafficking victims or legal alternatives to the deportation of foreign victims to countries where they would face retribution or hardship.

Prevention

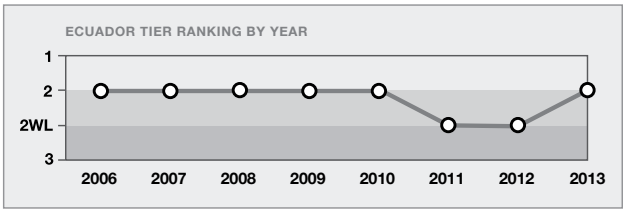
The government made minimal progress in human trafficking prevention during the reporting period and made no effort to address the demand for commercial sex acts. The Ministry of Labor developed a national campaign with the slogan "We Want to Play and Learn" to raise awareness for the prevention of child labor. The Ministry of Foreign Affairs continued its campaign designed to educate Dominican nationals living abroad of the risks and dangers of trafficking. NGOs were generally unaware of government information or education campaigns during the reporting period, though there was a national hotline to report human trafficking cases and gender-based violence. The Ministry of Foreign Affairs chaired an interagency anti-trafficking commission, which had a national action plan active through 2014. The Dominican government, with assistance from a foreign government, maintained a specialized police unit empowered to vigorously investigate and prosecute child sex tourism cases in the Dominican Republic; the government reported 10 investigations of alleged child sex tourists during the reporting period. The government did not undertake efforts to reduce the demand for commercial sex acts in the Dominican Republic's legalized sex trade or for forced labor during the reporting period.

ECUADOR (Tier 2)

Ecuador is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. The majority of Ecuadorian victims are women and children exploited in sex trafficking within the country, as well as in domestic servitude, forced begging, and forced labor, primarily in agriculture. Indigenous and Afro-Ecuadorians are particularly vulnerable. Some impoverished indigenous families reportedly allowed traffickers to take their children temporarily in order to earn money either within the country or in neighboring countries, where they were forced to work as domestic servants, in sweatshops, as street and commercial vendors, and to a lesser extent, in begging. There were also reports of Ecuadorian women and girls in forced labor in Colombia, Brazil, Venezuela, Chile, and Uruguay during the reporting period. To a more limited extent, Ecuadorian women and children are subjected to forced prostitution in

neighboring countries. In some parts of the country, local gangs reportedly are involved in sex trafficking. There also have been reports of Ecuadorian children being forced to engage in criminal activity, such as drug trafficking and robbery, and that armed groups based in Colombia forcibly recruit Ecuadorian children in the northern border region. Ecuador is a destination for Colombian, Peruvian, and Paraguayan women and girls exploited in sex trafficking and domestic servitude. Colombian refugees and migrants are subjected to forced labor on palm oil plantations.

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. During the year, the government increased the number of trafficking convictions, including two for forced labor, and strengthened victim services by increasing funds for NGOs to provide services to trafficking victims and shelter to child trafficking victims. The government also strengthened its anti-trafficking police unit. Specialized services for adult victims remained limited and service provision was uneven across the country. The majority of law enforcement efforts focused on child trafficking and there were no reported convictions for cases involving adult trafficking victims. Trafficking-related complicity of officials remained a concern.



Recommendations for Ecuador: Increase efforts to investigate, prosecute, and convict trafficking offenders, particularly for cases involving adult trafficking victims; increase funding for specialized care services for trafficking victims, particularly for adults; develop and implement formal procedures for identifying trafficking victims among vulnerable populations, such as children and adults in prostitution or among child and migrant workers, and increase identification of adult victims; hold public officials complicit in trafficking criminally accountable through investigations and prosecutions; increase anti-trafficking training for local police officers, judges, labor inspectors, immigration officials, social service workers, and other government officials; and enhance data collection and coordination.

Prosecution

The government notably strengthened law enforcement efforts during the year through increased trafficking convictions and its expansion of the dedicated police unit. Ecuador's penal code prohibits all forms of trafficking and prescribes punishments of six to nine years' imprisonment for those convicted of labor trafficking offenses, and eight to 12 years' imprisonment for convicted sex trafficking offenders. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Prosecutors often rely on other statutes, including those prohibiting pimping, to prosecute human trafficking crimes as these other statutes are familiar and require less investigative resources; some of these statutes prescribe lower sentences than trafficking statutes.

The government increased significantly the number of police officers in the anti-trafficking unit in Quito for a total of 27 officers. The national organized crime prosecutorial unit in Quito handled trafficking cases in partnership with local prosecutors. Lack of funding limited police and prosecutor efforts, and personnel and law enforcement coordination continued to be uneven. The majority of investigations focused on child sex trafficking or forced labor of children. Data collection of trafficking in persons remained a challenge, and a database developed by an international organization for the government to track law enforcement efforts remained in the early stages of implementation.

Police reported referring 150 investigations to prosecutors in 2012, but did not report how many cases involved forced labor and how many involved sex trafficking. Authorities reported prosecuting at least 23 trafficking offenders, and convicted 10 trafficking offenders in 2012. Three of these convictions were achieved under trafficking-specific statutes, including two convictions for forced labor; all cases resulting in convictions involved child victims. Sentences ranged from probation and fines, in the case of a child offender, to 12 years' imprisonment. In comparison, the government did not report convicting any trafficking offenders in 2011.

Some officials, particularly judges, demonstrated a lack of knowledge about trafficking, confusing it with prostitution or labor infractions to the detriment of the victim during legal procedures. Other judges reduced charges of trafficking to lesser crimes, such as pimping, resulting in shorter sentences. Civil society organizations and some officials noted that corruption impeded investigation and prosecution efforts. According to NGOs and some officials, corrupt officials allegedly informed traffickers prior to law enforcement operations, ignored sex trafficking in commercial sex sites, and some local authorities issued falsified business licenses to brothels. No prosecutions or convictions of complicit officials took place last year, although one judge reportedly was under investigation for complicity. Authorities provided increased training on human trafficking to police, immigration officers, and other officials during the year, including intensive training to new members of the anti-trafficking police unit. The government cooperated with other South American governments to investigate transnational trafficking cases, including several involving forced labor.

Protection

The Ecuadorian government increased victim protection efforts during the year, including by providing funding to NGOs to care for trafficking victims, though specialized services for adult victims remained limited, and services were not available in all parts of the country. Authorities reported continued efforts to remove 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. Police reported referring victims to services by consulting written referral mechanisms, though victim referrals from other officials were *ad hoc*. Police identified 127 trafficking victims in 2012: 88 were exploited in sex trafficking and 39 in forced labor. The majority of identified victims were female children.

The Ecuadorian government increased funding for specialized victim services in 2012 and provided $662,170 in funding to four NGOs that cared for over 130 victims of sex and labor

trafficking during the year. Specialized victim services were lacking, however, in much of the country. Authorities reported that victims could receive general care services through a network of government-run protection centers, as well as at domestic violence shelters. However, there were no data on how many victims were helped at these centers in 2012, nor were all of these centers able to provide adequate services or protection for trafficking victims. In some parts of the country, police had nowhere to house rescued victims. There were few specialized services available to adult trafficking victims. NGOs reported that adult trafficking victims requiring shelter were housed temporarily in hotels, and could receive specialized outpatient services from government and NGO-run centers; they did not report how many adult victims received this shelter and assistance in 2012. In addition to these short-term services, the government reported providing some victims with counseling, job training, and educational training but did not indicate how many victims received these services during the year.

The government encouraged victims to assist with the investigation and prosecution of trafficking offenders, and at least some victims did so during the year. The government maintained and funded a victim and witness protection program that reported assisting 25 trafficking victims in 2012, six of whom were subjected to forced labor. Many victims chose not to participate in investigations due to fear of threats and inadequate protection, lack of faith in the justice system, or costs associated with participating in lengthy judicial processes. Authorities reportedly did not penalize identified trafficking victims for unlawful acts committed as a direct result of their being trafficked. The Ecuadorian government does not provide specific legal alternatives to the removal of foreign victims to countries where they faced hardship or retribution. Authorities reported that foreign trafficking victims encountered in anti-trafficking raids were given the option to remain temporarily in Ecuador, but did not report how many foreign victims were permitted to do so during the year. The government provided some victim services to repatriated Ecuadorian trafficking victims.

Prevention

The Government of Ecuador maintained prevention efforts during the year. The interagency anti-trafficking working group reportedly met regularly, and the Ministry of the Interior anti-trafficking sub-directorate coordinated government anti-trafficking activities, focusing on strengthening law enforcement efforts. Authorities continued awareness campaigns, many of which focused on the commercial sexual exploitation of children and partnered with businesses in the tourist sector to prevent child sex trafficking. The government did not report steps to reduce demand for commercial sex acts purchased from adults or forced labor during the reporting period.

EGYPT (Tier 2)

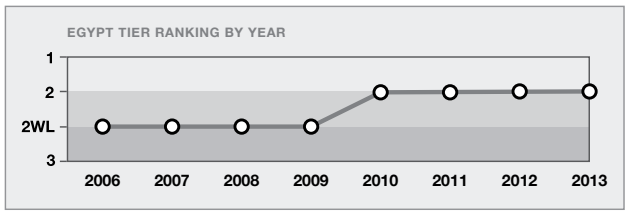
Egypt is a source, transit, and destination country for women and children who are subjected to conditions of forced labor and sex trafficking. Men and women from Egypt, South and Southeast Asia, and Africa may be subjected to forced labor in Egypt. Some workers in domestic service in Egypt have been held in conditions of forced labor, including foreign women from Indonesia, the Philippines, Sudan, Eritrea, Ethiopia, and possibly Sri Lanka. Indonesians make up the largest number of foreign domestic servants, including those who are held in conditions of forced labor. Some of these conditions include: lack of time off; sexual, physical, and emotional abuse; withholding of wages and documents; and restrictions on movement. Employers may use some domestic workers' lack of legal status and lack of employment contracts as coercive tools.

Instances of human trafficking, smuggling, abduction, torture, and extortion of migrants, including asylum seekers, and refugees—particularly from Eritrea, Sudan, and to a lesser extent Ethiopia—continue to occur in the Sinai Peninsula at the hands of criminal groups. Many of these migrants are reportedly held for ransom and forced into sexual servitude or forced labor during their captivity in the Sinai, based on documented victim testimonies. Reports of physical and sexual abuse continue to increase. While the flow of these migrants into Israel slowly decreased by mid-2012, likely in part because of the construction of Israel's border fence, there has not been a documented decrease in the number of migrants entering the Sinai. Whereas criminals previously abandoned the migrants at the Israeli border after collecting ransom payments, perpetrators now sometimes abandon migrants—some of whom are trafficking victims—at police stations and medical facilities in Cairo and in remote areas of the Sinai. There continue to be infrequent reports that Egyptian border patrols shoot and sometimes kill these migrants, refugees, asylum seekers, and trafficking victims in the Sinai as they attempt to cross the Israeli border; many are also arrested and detained in Egyptian prisons in the Sinai.

Some of Egypt's estimated 200,000 to one million street children—both boys and girls—are subjected to sex trafficking and forced begging. Informal criminal groups are sometimes involved in this exploitation. Egyptian children are recruited for domestic service and agricultural labor; some of these children face conditions indicative of forced labor, such as restrictions on movement, nonpayment of wages, threats, and physical or sexual abuse. In addition, wealthy men from the Gulf, including Saudi Arabia, the United Arab Emirates, and Kuwait reportedly continue to travel to Egypt to purchase "temporary" or "summer marriages" with Egyptian women and girls; these arrangements are often facilitated by the women and girls' parents and marriage brokers who profit from the transaction. Children involved in these temporary marriages are subjected to both sexual servitude and forced labor at the hands of their "husbands." Child sex tourism—the commercial sexual exploitation of children by foreign tourists—occurs in Egypt, particularly in Cairo, Alexandria, and Luxor. Egypt is a destination country for women and girls forced into prostitution, including refugees and migrants, from Asia and sub-Saharan Africa and to a lesser extent the Middle East. Egypt also is a source country for workers subjected to conditions of forced labor in neighboring countries. Young and middle-aged Egyptian men filled construction, agriculture, and low-paying service jobs in Jordan. NGO and media reports indicate some Egyptians are forced to work in Jordan and experience conditions of forced labor, namely the withholding of passports, forced overtime, nonpayment of wages, and restrictions on their movements.

The Government of Egypt does not fully comply with the minimum standards for the elimination of trafficking, but it is making efforts to do so. The government reported prosecuting and convicting trafficking offenders, though

it failed to investigate and prosecute government officials allegedly complicit in trafficking offenses, particularly the forced labor of domestic workers in their private residences. By some accounts, police ignored potential trafficking-related offenses in the Sinai. Egypt began to implement its national referral mechanism, identifying an increased number of trafficking victims. NGOs, international organizations, and foreign diplomats also noted increased capacity, sensitivity, and awareness of some government officials in identifying and providing services to trafficking victims. Despite this success, there were reports that many government officials failed to employ the referral mechanism systematically to identify victims among vulnerable groups, including foreign migrants abused in the Sinai, people in prostitution, and women in domestic servitude, and as a result victims were often treated as criminals.



Recommendations for Egypt: Increase investigations and prosecutions against all forms of trafficking; investigate and punish government officials complicit in trafficking offenses; investigate, prosecute, and punish perpetrators responsible for the human trafficking, smuggling, torture, abduction, and extortion of migrants, refugees, and asylum seekers in the Sinai; proactively identify and provide appropriate assistance to victims of trafficking in the Sinai and cease shooting foreign migrants, including possible trafficking victims, in the Sinai; continue to use the national victim referral mechanism to identify and assist victims of trafficking among vulnerable groups, including those arrested for prostitution, street children, and undocumented migrants, and continue to adequately train law enforcement officials and prosecutors on the referral mechanism; ensure identified trafficking victims, including those subject to forced prostitution, 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 victims of trafficking; encourage victims of trafficking to assist in investigations against their traffickers; and provide adequate legal protections for domestic workers.

Prosecution

The Egyptian government made some progress in implementing its anti-trafficking statute, successfully prosecuting and convicting trafficking offenders for the first time under this law. However, allegations that government officials were complicit in and went unpunished for forced labor offenses continued, and police in the Sinai failed to investigate or accepted bribes from criminals transporting trafficking victims to the Sinai. Egypt prohibits all forms of human trafficking through its 2010 anti-trafficking law (Law No. 64), which prescribes penalties from three to 15 years' imprisonment along with fines ranging from the equivalent of approximately $8,300 to $33,300. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. Amendments to the Child Law (No. 126 of 2008) include provisions prohibiting the sex trafficking of children and forced labor and prescribe sentences of at least five years' imprisonment, which also are sufficiently stringent and commensurate with penalties prescribed for other serious crimes. The government reported that it prosecuted and convicted five individuals under its anti-trafficking law, which is the first time Egypt successfully used this law. Of the five convictions, four trafficking offenders were convicted in July 2012 for operating a criminal network to exploit women and girls for prostitution; three were sentenced to two years' imprisonment and one was sentenced *in absentia* to 15 years' imprisonment. In the fifth conviction, one trafficking offender was sentenced in November 2012 to three years' imprisonment for kidnapping and selling a child for exploitation purposes, though the details of this case were unclear. The government reported two additional sex trafficking prosecutions and seven investigations of trafficking—two of which were in North Sinai—that were ongoing at the end of the reporting period, though the details of these cases were not known. The National Coordinating Committee (NCC) on Preventing and Combating Trafficking in Persons continued to develop a database to track trafficking-related cases, though the database was not complete at the end of the reporting period.

The government did not report any efforts to punish government officials for complicity in human trafficking offenses, despite reports of such corruption. In the previous reporting period, international organizations and source country embassies reported that the government failed to investigate accusations that multiple government officials, including judges, Ministry of Interior officials, and other high level government leaders, forcibly held Indonesian domestic workers inside their homes, and in some cases physically and sexually abused them. The government reported no action taken to investigate or punish these officials. Police reportedly failed to investigate vehicles used by criminals to transport migrants—some of whom may be trafficking victims—across Ministry of Interior-controlled bridges into the Sinai. Uncorroborated anecdotal reports alleged that police also accepted bribes from criminals transporting the migrants and trafficking victims into the Sinai. Additionally, there were some reports that Egyptian border security personnel in the Sinai continued to shoot some undocumented migrants attempting to enter Israel. In October 2012, a Ugandan newspaper reported that an Egyptian diplomat allegedly brought two Ugandan girls from Uganda to Egypt with false promises of jobs, and upon arrival in Egypt, subjected them to forced labor; however, Egyptian government officials and international organizations were unaware of this case and could not provide further details.

The government provided trafficking-specific trainings to officials, but it relied in many cases on funding from international organizations and NGOs, though the National Council for Childhood and Motherhood (NCCM) and the public prosecutor conducted trainings for 569 officials on the anti-trafficking law and victim identification. An international organization funded and conducted most specialized anti-trafficking trainings—in cooperation with NCCM—for 454 government and NGO officials.

Protection

The Government of Egypt made some progress in its efforts to protect victims of trafficking during the reporting period. The government, in conjunction with an international organization, continued to distribute copies of victim

identification guidelines and began implementation of its national trafficking victim referral mechanism in 2012, resulting in an increased number of identified victims in this reporting period. International and local NGOs and NCCM worked together to identify and assist 277 trafficking victims, a significant increase from 122 victims identified in the previous reporting period. Despite this success, there were reports that many government officials failed to employ the referral mechanism to proactively and systematically identify victims among vulnerable groups, including foreign migrants and women in domestic servitude. While NCCM officials acknowledged that some of the migrants, refugees, and asylum seekers abused in the Sinai were trafficking victims, the NCC largely considered this vulnerable group as irregular migrants, and authorities made little attempt to proactively identify trafficking victims among this group or provide them with appropriate protective services.

The government, in partnership with international organizations and NGOs, provided shelter and a range of protective services to trafficking victims during the reporting period. A joint IOM-NCCM operated shelter designated for female and child trafficking victims received some in-kind support from the government and provided female victims of forced prostitution and forced labor with medical, psychological, legal, vocational, and repatriation assistance. The facility provided shelter for 12 victims for up to six months and was usually at full capacity, indicating a need for additional space or shelters. In this reporting period, the shelter assisted 24 foreign and 15 Egyptian victims of trafficking; most were victims of forced labor, with some cases involving sex trafficking and forced marriage. The Ministry of Health, with international assistance, continued to operate a Medical Recovery Unit for victims of trafficking at a Cairo hospital. This unit provided services to 177 victims of trafficking in the reporting period, most of whom were from Eritrea, as well as from Indonesia, the Philippines, and Egypt; it is not, however, intended as an overnight or long-term facility. In mid-2012, the government changed its referral policy for the medical unit, requiring international organizations and NGOs to provide trafficking victims' personal data to the Ministry of Interior for the purpose of assisting investigations and prosecutions. Fearing police detention and deportation, victims—primarily from the Horn of Africa—refused to share their information, and referrals to the medical unit decreased significantly. Reportedly no trafficking victims were deported or punished as a result of this policy, and referrals began to increase in late 2012. In addition, an international NGO, in partnership with the government, continued to run a day center in Cairo to care for abused street boys involved in forced begging or petty crime; the center provided counseling, medical care, and literacy and computer classes. NGOs reported that government-run facilities for women and children were in disrepair, crowded, unsanitary, lacked funds, and did not provide specialized services to trafficking victims. Cairo-based NGOs reported good cooperation with NCCM and the public prosecutor's office, particularly when NGOs requested expedited processing on trafficking victims' cases. However, while NGOs based outside of Cairo reported improvement this year in the trafficking victim referral system, they noted a lack of support from NCCM, the public prosecutor's office, and police as well as slow processing of cases compared to those in Cairo.

Due to uneven implementation of proactive identification of trafficking victims among vulnerable groups, trafficking victims, including many street children, women in prostitution, and foreign migrants abused in the Sinai, were often treated as criminals rather than victims; some were prosecuted on charges of prostitution, robbery, or immigration violations. In late 2012, after the Ministry of Interior received reports that 11 Ethiopian female victims of trafficking were detained in the Sinai, government officials asserted that the women were not trafficking victims and kept them in detention. Research conducted in 2011 by the government's National Center for Social and Criminological Research found that 40 percent of women in jail charged with crimes of prostitution were forced or coerced into prostitution. In addition, there were reports some law enforcement officers may have further mistreated trafficking victims, including minor girls, through verbal, physical, and sexual abuse. Some possible child trafficking victims were sent to juvenile detention centers that are in poor condition, while others were subject to incarceration with adults despite the Child Law, which prohibited this practice. Some foreign trafficking victims were not offered legal alternatives to removal to countries in which they faced hardship or retribution. Anecdotal reporting suggested that some trafficking victims were deported during the reporting period. The government encouraged some victims to assist in investigations against trafficking offenders, although the exact number of victims who assisted in cases is unknown. Domestic workers were not covered by existing labor laws, making them highly vulnerable to abuse and forced labor.

Prevention

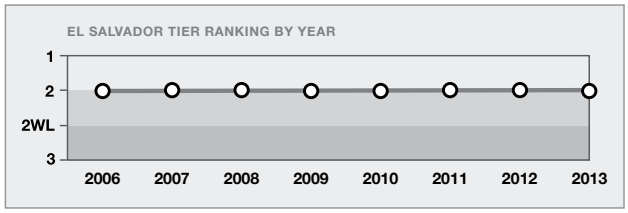
The government made some efforts to prevent trafficking in persons during the reporting period; however, lack of financial resources remained a significant impediment to the implementation of anti-trafficking programs, and international and local NGOs funded and conducted most specialized anti-trafficking prevention programs in collaboration with NCC. NCCM conducted, but did not fund, awareness-raising campaigns for students, educators, the public, and NGOs. The government continued to implement its 2010 comprehensive national action plan to combat trafficking in persons and publicly released an evaluation of it in December 2012. The government drafted a second national plan of action that prioritizes combating trafficking of street children, domestic workers, and migrants in the Sinai; however, the plan was not publicly released at the end of the reporting period. The NCC sent an anti-trafficking expert to Sudan—in coordination with and funded by an international organization—to collaborate with the Sudanese government on trafficking prevention. NCCM continued to support a free telephone hotline to report trafficking abuses; however, operation of the hotline was limited, as it lacked staffing, and calls frequently went unanswered. There was no evidence the government took measures to prevent forced domestic servitude; it did not make efforts to reduce the demand for forced labor or commercial sex or to raise awareness of sex tourism. The government provided anti-trafficking training for 20 Egyptian troops before deploying them to international peacekeeping missions.

EL SALVADOR (Tier 2)

El Salvador is a source, transit, and destination country for women, men, and children who are subjected to sex trafficking and forced labor. Women and girls, some from rural areas of El Salvador, are exploited in sex trafficking in urban centers and

forced to work as "bar girls." Salvadoran adults and children are subjected to forced begging and forced labor in agriculture and domestic service. The majority of foreign victims are women and children from neighboring countries—particularly Nicaragua, Guatemala, and Honduras—who migrate to El Salvador seeking employment, but are subsequently forced into prostitution, domestic service, construction, or work in the informal sector. Gangs continued to use children for illicit activities, including drug trafficking, in some cases using force or coercion. Salvadorans have been subjected to sex trafficking and forced labor in Guatemala, Mexico, Belize, and the United States. Members of organized criminal groups, including transnational criminal organizations, are reportedly involved in some trafficking crimes in El Salvador.

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. During the year, authorities continued to investigate and prosecute sex trafficking cases and to provide services to girls exploited in child sex trafficking. Efforts to identify and investigate forced labor cases, however, remained weak, and victim services for male and adult female victims were inadequate. Official complicity in trafficking crimes remained a serious obstacle to anti-trafficking efforts.



Recommendations for El Salvador: Ensure that victims, particularly adults, are provided comprehensive services through increased funding for such services; strengthen efforts to investigate and prosecute trafficking offenses, and to convict and sentence trafficking offenders, especially for forced labor; hold government officials who are complicit in trafficking offenses criminally accountable through criminal investigations and prosecutions; proactively investigate possible cases of forced labor, including domestic servitude; continue to increase training on victim identification and assistance for social workers and for immigration, labor, law enforcement, and judicial officials; increase resources for specialized police and prosecutorial anti-trafficking units; establish formal mechanisms for identifying victims among vulnerable populations; consider enhancing the trafficking legal framework through passing draft legislation; strengthen anti-trafficking coordination between different government entities and with civil society organizations, particularly outside of the capital; ensure that foreign victims are consistently offered legal alternatives to their deportation; improve data collection capacity regarding victim identification and care; and increase public awareness of all forms of human trafficking.

Prosecution

The Government of El Salvador continued to increase law enforcement efforts against sex trafficking offenders, but efforts against forced labor were weak and official complicity remained a significant concern during the reporting period. Article 367B of El Salvador's penal code prohibits all forms of human trafficking and prescribes penalties of four to eight years' imprisonment. Such penalties are sufficiently stringent, though not commensurate with penalties prescribed for other serious offenses, such as rape, which carries a punishment of six to 20 years' imprisonment. Article 367B also prohibits fraudulent adoption, a separate crime from human trafficking. During the year, authorities presented to Congress new anti-trafficking legislation that would increase human trafficking penalties to eight to 10 years' imprisonment. Authorities did not investigate or consider as trafficking cases involving children who may have been forced by gangs to engage in illicit activities, despite indications that force or coercion may have been involved. The government's dedicated anti-trafficking police and prosecutorial units were located in the capital and also investigate other crimes, including human smuggling: there were seven police investigators and 12 prosecutors in these respective units.

Officials reported investigating 61 potential cases of human trafficking in 2012, all but one case involving sex trafficking. Authorities prosecuted at least 11 trafficking offenders, and obtained 11 convictions for sex trafficking, imposing sentences on those convicted ranging from eight to 22 years' imprisonment. There were no reported convictions for forced labor. In comparison, 15 sex trafficking offenders were prosecuted and nine convicted in 2011. Corruption, particularly among the judiciary, remained a significant obstacle to law enforcement efforts. In 2012, three prison guards were arrested for allowing an incarcerated gang member to bring a girl into a prison and forcing her to engage in prostitution; the guards claimed they were following the orders of their supervisors. Related investigations remained ongoing. There was no information available regarding the investigation initiated in 2009 of the former head of the dedicated prosecutorial anti-trafficking unit for trafficking-related complicity. Some officials, particularly judges, demonstrated a limited understanding of human trafficking, which impeded efforts to hold trafficking offenders accountable. In 2012, the specialized police unit reported training over 700 police officers on how to detect trafficking cases and assist trafficking victims and authorities trained 420 immigration officials on human trafficking. During the reporting period, authorities reported cooperating on trafficking investigations with officials from Guatemala, Honduras, Nicaragua, Costa Rica, Mexico, and the United States.

Protection

The Salvadoran government maintained efforts to assist underage girls exploited in sex trafficking, but services for other trafficking victims remained limited and authorities identified no forced labor victims during the year. Immigration officials continued efforts to identify possible trafficking victims in border regions, and identified two victims during the year. In general, however, the Salvadoran government did not proactively identify trafficking victims among vulnerable populations, such as adults in prostitution or migrant laborers. The government's San Salvador shelter for female child sex trafficking victims accommodated up to 15 girls at a time and offered victims psychological and medical care as well as education and vocational training. Victims were referred to the shelter by a judge. During the year, 17 victims received assistance at this shelter, and most stayed between seven to 12 months. Most assistance and services, including shelter, were not readily accessible to adults or male children, and NGOs and international organizations provided many services to

trafficking victims. The government did not report funding civil society organizations to provide care to trafficking victims.

Authorities reported identifying 67 trafficking victims, none of whom were victims of forced labor. While the government referred 17 child sex trafficking victims to the government shelter, it is unclear how many of the other victims, including 35 adult female victims, received specialized services. Authorities encouraged identified victims to assist with law enforcement investigations and prosecutions but provided limited psychological and medical assistance to those who did; 11 victims participated in investigations or prosecutions of trafficking offenders during the reporting period. Other victims chose not to assist law enforcement efforts due to social stigma, fear of reprisals from their trafficking offenders, or lack of trust in the judicial system. Identified trafficking victims generally were not charged, jailed, or penalized for unlawful acts committed as a direct result of being subjected to human trafficking. Authorities reported that foreign trafficking victims were eligible for either temporary or permanent residency on a case-by-case basis but did not report granting any foreign victims residency in 2012.

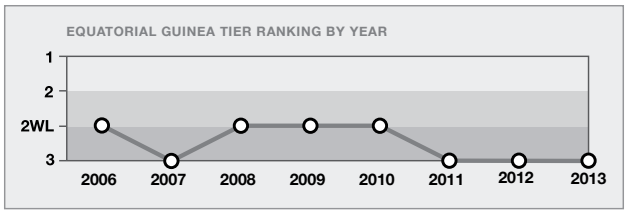
Prevention

The Salvadoran government maintained prevention efforts during the reporting period. The government anti-trafficking council coordinated interagency efforts and launched a national anti-trafficking policy outlining the government's anti-trafficking strategy. Authorities conducted awareness efforts focused on educating children about human trafficking. The Ministry of Tourism reported conducting awareness seminars on child sex tourism and trafficking for approximately 200 members of the business communities in coastal areas, but authorities did not report investigating or prosecuting any cases of child sex tourism during the year. Salvador officials reported employing radio and television interviews to publicize prison sentences for individuals who paid children for sexual services in order to reduce the demand for commercial sex acts.

EQUATORIAL GUINEA (Tier 3)

Equatorial Guinea is a source and destination country for women and children subjected to forced labor and sex trafficking. The majority of trafficking victims are believed to be exploited in Malabo and Bata, where burgeoning construction and economic activity funded by oil wealth has contributed to increases in the demand for cheap labor and prostitution. Children are transported from nearby countries—primarily Nigeria, Benin, Cameroon, Togo, and Gabon—and may be forced to work as domestic servants, market laborers, ambulant vendors, and launderers. Equatoguinean girls are engaged in the sex trade in Malabo and Bata, and reports indicate some parents may encourage their daughters to engage in prostitution, especially with foreigners, to receive groceries, gifts, housing, and money. 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. Some 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 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.

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 demonstrated no efforts to identify victims of human trafficking or to provide victims with necessary services, despite a mandate to do so in its 2004 anti-trafficking law. It continued to deport undocumented migrants without screening them to determine whether they were victims of trafficking or referring them to assistance services, and the government rarely notified foreign embassies that their nationals had been detained in Equatorial Guinea. Although the government demonstrated a slight increase in prevention efforts in 2012 by conducting trainings for government officials and civil society members, it did not undertake any public awareness campaigns and its inter-ministerial commission on human trafficking remained inactive. Given its substantial financial resources, the government's response to human trafficking has been negligible.



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, illegal 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 law enforcement officials, immigration officials, and social workers in the use of identification and referral procedures; cease summary deportation of foreign men, women, and children from Equatoguinean territory without first screening for trafficking and, if appropriate, providing them with care and safe, voluntary repatriation; notify embassies when their nationals have been detained; research the extent and nature of the problem of human trafficking within the country; launch a nationwide anti-trafficking public awareness campaign; and revive the Inter-Ministerial Commission to Combat Trafficking in Persons and dedicate sufficient resources to the commission so that it can effectively implement a national action plan to combat trafficking in persons.

Prosecution

The Government of Equatorial Guinea demonstrated minimal 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. Despite having enacted a law and receiving reports of child trafficking, the government initiated no investigations or prosecutions of suspected trafficking offenses during the year. In addition, it did not report any

investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period. In May and August 2012, the government, in partnership with UNDP, held trainings for 30 working-level government officials from various ministries, including the Ministry of Justice, the Ministry of National Security, the Ministry of Internal Affairs, the Ministry of Women's and Social Affairs, and the Ministry of Labor; approximately 50 members of civil society were also in attendance. Both trainings focused on the implementation of the country's anti-trafficking in persons law. Additionally, in October 2012, the government, in partnership with the UN High Commission for Refugees, hosted a three-day workshop for 30 new police officers from the Ministry of National Security that focused on human rights issues, including the rights of trafficking victims.

Protection

The Government of Equatorial Guinea failed to demonstrate effective measures to protect trafficking victims during the reporting period. It did not identify or refer any victims to protective services in 2012. Although the 2004 anti-trafficking law mandates the government's provision of legal assistance, psychological and medical care, counseling, lodging, food, access to education, training, and employment opportunities to trafficking victims, no such services were provided. Care for possible Equatoguinean child trafficking victims continued to be provided by church-run orphanages with scholarships provided by the Equatoguinean government; foreign children continued to be deported summarily. The government provided no shelter or other protective services in Equatorial Guinea for adult trafficking victims. Law enforcement authorities did not employ procedures to proactively identify victims of trafficking and did not make efforts—in either a systematic or an *ad hoc* way—to refer victims to organizations that provide short- or long-term care. Although the Ministry of National Security claimed it had procedures in place to screen illegal immigrants detained at the border, these procedures proved ineffective in identifying trafficking victims. The absence of a proactive victim identification process, including procedures for screening deportees, impaired the government's ability to provide care or assistance to foreign trafficking victims. Although the government did not report that any victims of human trafficking were detained, fined, or jailed for unlawful acts committed as a result of being trafficked, it 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. 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 with temporary or permanent resident status, or any other legal alternatives to their removal to countries where they might face retribution or hardship.

Prevention

The Government of Equatorial Guinea demonstrated a slight increase in its efforts to prevent trafficking during the reporting period. Although it did not launch any anti-trafficking informational or educational campaigns for the general public, a new working-level committee to combat trafficking in persons was created in May 2012, made up of representatives from the Ministries of Interior, Women's and Social Affairs, Justice, Foreign Affairs, and the Office of the President. This committee began to develop a new national action plan in cooperation with UNDP, though it has yet to be finalized. The government continued to issue new residency cards to foreigners that contain biometric and holographic security features; these cards were first introduced in 2011 and although old identity cards are still in circulation, the government has made significant progress in replacing them during the reporting period. The government did not participate in or implement any programs to address forced child labor and did not identify a single child labor victim despite having approximately 100 labor inspectors dedicated to documenting labor infractions. It did not undertake any discernible measures to reduce the demand for commercial sex acts during the year.

ERITREA (Tier 3)

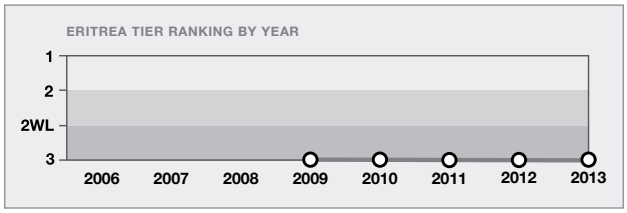
Eritrea is a source country for men, women, and children subjected to forced labor, and to a lesser extent, sex and labor trafficking abroad. During the reporting period, tens of thousands of persons fled the nation, many to escape conditions that amounted to forced labor through exploitative circumstances in the government's mandatory national service program. Under the Proclamation of National Service (No. 82/1995), persons aged 18 to 50 years had the obligation of performing national service. For persons aged 18 to 40, this obligation consisted of six months of military training and 12 months of active duty military service, for a total of 18 months; persons over 40 were considered to be on reserve status if they had performed active duty service. An emergency situation declared in 1998, as a result of a border war with Ethiopia, remained in effect during the year, with the result that despite the 18-month limit on active duty national service under the 1995 Proclamation, many conscripts were not demobilized from the military as scheduled and some were forced to serve indefinitely under threats of detention, torture, or punishment of their families. Persons performing national service could not resign from their jobs or take new employment, generally received no promotions or salary increases, and could not leave the country legally because they were denied passports or exit visas. Those conscripted into the Eritrean military performed standard patrols and border-monitoring, in addition to public works projects such as agricultural terracing, road maintenance, and laying of power lines. Working conditions were often harsh and sometimes involved physical abuse. There were reports that some Eritrean conscripts were forced to build private homes for army officers, perform agricultural labor on farms owned by the ruling party, or work in privately-owned mines; functions that fall outside the scope of the proclamation. During the reporting period, the Ministry of Education continued Mahtot, a national program in which secondary-school children engage in public works projects including anti-litter campaigns and building school furniture. All 12th-grade students, including some younger than 18, completed their final year of education at the Sawa military and educational camp; those who refused could not receive high school graduation certificates, go on to higher education, or be offered some types of jobs. The first six months consisted of military training prior to military service. In 2012, the government instituted a compulsory citizen militia, requiring persons not already in the military or being trained at Sawa, including many who had been demobilized or exempted from military service in the past, to carry firearms and attend military training. Eritrean children worked in

various economic sectors, including domestic service, street vending, small-scale manufacturing, garages, bicycle repair shops, tea and coffee shops, metal workshops, and agriculture; some may be subjected to forced labor. There were reports that children were exploited in the sex trade in Asmara.

Some Eritreans fleeing national service or migrating for other reasons became victims of forced labor, primarily domestic servitude, in Sudan, Egypt, Israel, Yemen, Djibouti, Saudi Arabia, or other Gulf countries. Smaller numbers of Eritrean women and girls were subjected to sex trafficking inside the country, as well as in South Sudan, Sudan, and Gulf countries. The government's strict exit control procedures and limited issuance of passports and exit visas effectively obliged those who wished to travel abroad to do so clandestinely, increasing their vulnerability to trafficking. During the reporting period, an estimated 2,000 to 3,000 Eritreans escaped to refugee camps in eastern Sudan each month. Additionally, there were at least 62,000 Eritreans, including 1,000 unaccompanied minors, in refugee camps inside Ethiopia, and smaller but increasing numbers of Eritrean refugees in Djibouti and Yemen. A significant number of fleeing Eritreans encountered serious risks of being shot and killed by Eritrean, Egyptian, or Libyan authorities or forcibly repatriated to Eritrea, where they were often detained without charge by the Eritrean government, or recalled into national service. Adolescent children who attempted to leave Eritrea were sometimes detained or forced to undergo military training despite being younger than the minimum service age of 18.

International smugglers and traffickers sought out vulnerable Eritreans in refugee camps, particularly in Sudan, sometimes extorting money from them or torturing them as they were transported through the Sinai Peninsula. Over the reporting period, there were numerous reports of Eritrean nationals being brutalized by smugglers operating in the Sinai; victims were chained together, whipped and beaten regularly, deprived of food, raped, and forced to do construction work at gunpoint at smugglers' personal homes. Eritrean military officers sometimes colluded with Sudanese or Ethiopian military officers to exploit Eritrean migrants. Eritrean military officers sometimes operated within Sudan to abduct refugees from camps, particularly those who voiced criticism of the Eritrean government or were prominent political or military figures.

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. The Eritrean government did not operate transparently, nor did it publish data or statistics regarding efforts to combat human trafficking. Although the government acknowledged the existence of a trafficking problem, including sending a letter seeking assistance of the UN Secretary-General, and warning its citizens of the dangers that traffickers posed, authorities largely lacked understanding of human trafficking, conflating it with all forms of transnational migration from Eritrea. The government rejected responsibility for creating circumstances that drove its citizens to flee the country.



Recommendations for Eritrea: Develop and enforce a comprehensive anti-trafficking statute that includes prohibitions against forced labor, differentiating between illegal migration and human trafficking; conduct campaigns to increase the general public's awareness of human trafficking at the local, regional, and national levels; enforce existing limits on the length of national service to 18 months and cease the use of threats and physical punishment for non-compliance; extend existing labor protections to persons performing national service and other mandatory citizen duties; investigate allegations of conscripts being forced to perform duties beyond the scope of the national service program and prosecute and punish, as appropriate, those who subjected recruits to exploitative labor; ensure that children who are sent to Sawa, the military school, do not participate in activities that amount to military service; cooperate with UN agencies to combat trafficking, and allow international NGOs to operate in the country, including helping to combat trafficking; institute trafficking awareness training for diplomats posted overseas; with assistance from international organizations, provide training to all levels of government, particularly law enforcement officials, 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 of Eritrea did not report prosecuting or convicting any traffickers during the 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, or from three to 10 years' imprisonment if aggravating circumstances are present; these penalties are sufficiently stringent, but not commensurate with punishments prescribed for other serious crimes, such as rape. Article 565 prohibits enslavement and prescribes punishment of five to 20 years' imprisonment, penalties which are sufficiently stringent. Forced labor and slavery are prohibited except where authorized by law under Article 16 of the ratified, but suspended, Eritrean Constitution; Article 17 of the 2001 Labor Proclamation specifically excludes activities performed under national service or other civic obligations from the definition of forced labor. Existing labor protections limiting hours of work and prohibiting harsh conditions did not apply to persons engaged in national service. Proclamation 11/199 prohibits the recruitment of children younger than 18 years of age into the armed forces. The penalties are sufficiently stringent, though the government does not appear to have used these statutes to prosecute cases of human trafficking. During the year, an unknown number of Eritrean citizens alleged to be traffickers were returned from Uganda. The government did not behave in a transparent or consistent manner regarding information about prosecutions or punishments of these or other suspected

trafficking offenders during the reporting period. Nor was the government transparent regarding any investigations or prosecutions of government officials allegedly complicit in human trafficking. The government did not provide information regarding training it might have offered to its law enforcement officials on identifying and responding to trafficking crimes.

Protection

The local Eritrean media reported government efforts to repatriate women and girls exploited abroad in domestic servitude or sex trafficking. The government identified an unknown number of those trafficking victims and sought their assistance in the investigation of trafficking-related crimes, but did not provide information on how it cared for them after their repatriation. No international NGOs operated in Eritrea during the reporting period. During the year, the National Security Agency assumed additional responsibilities related to combating trafficking, but individual cases of transnational human trafficking were reportedly handled by the Eritrean Embassy in the country of destination; information regarding efforts made by Eritrea's diplomatic missions to assist trafficking victims was not available, and some victims reported that Eritrean Embassies abroad charged extra passport processing fees to victims lacking documentation. Whether the government trained its diplomatic officials in identifying and responding to trafficking situations involving Eritreans overseas was not known. The government did not have procedures in place to identify trafficking victims among migrants deported or forcibly removed by Eritrean security forces from neighboring countries; these individuals, some of whom may have been trafficking victims, often faced detention in Eritrea.

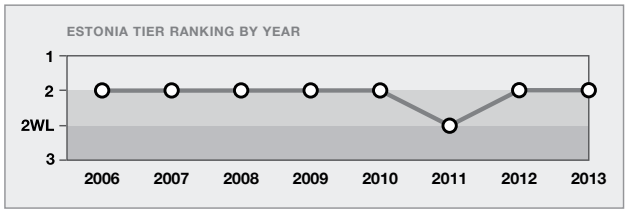
Prevention

The government made its first-ever efforts to prevent trafficking during the reporting period, though it tended to regard all transnational migration as "human trafficking." The government acknowledged the problem of its citizens becoming victims of "human trafficking" and began issuing warnings about the hazards they sometimes faced when attempting to migrate abroad. Warnings issued by government-sponsored organizations such as the Youth Association, Women's Association, and Workers' Federation incorporated information about the dangers of "trafficking" into their regular programming. In a letter dated February 2013, the president of Eritrea asked the UN Secretary-General for UN assistance "to launch an independent and transparent investigation" into human trafficking as it affects Eritrea. The government did not take steps to decrease migrants' vulnerability to trafficking, such as facilitating legal short- or long-term migration abroad. The Ministry of Labor was responsible for investigating cases of forced labor, but it lacked adequate capacity to carry out this mandate and its efforts in this regard during the reporting period were limited. In an effort to reduce the demand for commercial sex acts, the government arrested an unspecified number of clients of the country's sex trade during the year. Eritrea is not a party to the 2000 UN TIP Protocol.

ESTONIA (Tier 2)

Estonia is a source, transit, and destination country for women subjected to forced prostitution, and for men and women subjected to conditions of forced labor. Estonian women are subjected to sex trafficking in Finland, Luxembourg, Denmark, Germany, Spain, the United Kingdom, and the United States. Estonian women are forced into prostitution in Tallinn. Young Estonian women that engage in false marriages in exchange for employment abroad may also be vulnerable to trafficking in persons. Men and women from Estonia are subjected to conditions of forced labor in Finland, Norway, Spain, Sweden, and the United Kingdom. Ukrainian nationals were subjected to labor exploitation within Estonia within the reporting period. Vietnamese nationals who were subjected to forced labor in Russia were transported through Estonia *en route* to other EU countries within the reporting period.

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. In 2012, Estonian authorities prosecuted more individuals under the country's new anti-trafficking law, but they did not secure any convictions under this new law and did not impose significant prison sentences for individuals convicted under other laws for pimping or supporting human trafficking. The government sustained funding for victim care through NGOs, but the NGOs reported assisting fewer victims than in the previous year and the police did not refer any victims to NGOs for assistance. The temporary residency program for foreign trafficking victims went unused for a fifth consecutive year. The government sponsored some awareness campaigns for students and potential migrants, as well as a hotline to educate vulnerable individuals and refer victims to care.



Recommendations for Estonia: Increase efforts to investigate, prosecute, convict, and punish trafficking offenders; punish trafficking offenders with jail sentences that adequately reflect the seriousness of the offense; increase efforts to investigate labor recruiters as potential trafficking offenders; increase government efforts to identify victims of trafficking proactively; strengthen anti-trafficking training to include adding a distinct section on human trafficking to the curriculum of the Public Service Academy and other professional development programs for law enforcement personnel; ensure that potential trafficking victims are fully informed of their rights upon identification, including the right to apply for a residency permit; encourage more victims to assist in the prosecution of trafficking offenders by consistently funding legal counsel for victims; utilize the labor inspectorate to investigate labor trafficking and refer victims to care; increase the number of repatriated Estonian trafficking victims assisted; and fully implement the trafficking-specific policy objectives in the Development Plan for Reducing Violence for Years 2010-2014.

Prosecution

The Government of Estonia improved its law enforcement efforts during the reporting period by prosecuting more individuals under its new trafficking statute, but still struggled to secure convictions and strong prison sentences. Estonia prohibits all forms of trafficking through Article 133 of the penal code, which it amended in March 2012. The revised statute's penalties for trafficking offenses range up to 15 years' imprisonment; these sentences are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as forcible sexual assault. During the reporting period, Estonian authorities conducted 32 new investigations and prosecuted six people for trafficking under Article 133; in 2011, there were also three investigations and one prosecution under Article 133 in its prior form. All six cases in this reporting period involved sex trafficking offenses and were pending at the close of the reporting period. No defendant was convicted for human trafficking under the new law. One individual was convicted of providing support to human trafficking by attempting to transport five Vietnamese forced labor victims, including a child, from Russia to the EU; the offender received a prison sentence of eight months' imprisonment. In addition, a defendant was convicted in a high-profile case under the pimping statute for recruiting almost 100 women for forced prostitution in clubs in Luxembourg and Greece; the new human trafficking law could not be applied retroactively. Despite forfeiture of the equivalent of $89,300 and a fine of the equivalent of $7,700, the trafficking offender's sentence did not reflect the scope of this case; the offender served only six months in pre-trial detention.

The Central Criminal Police conducted a trafficking-focused seminar attended by 29 Central Criminal Police officials as well as representatives from Northern District Prosecutor's office. However, the only other specialized anti-trafficking training for police or border guard officials was written material distributed during basic training. A study on labor trafficking conducted during the year concluded that awareness of trafficking remained low among government officials. Estonian law enforcement authorities collaborated on four transnational trafficking investigations during the reporting period. The Estonian government did not report the investigation, prosecution, or conviction of any public officials for trafficking-related complicity in 2012.

Protection

The Government of Estonia assisted fewer victims during the reporting period, though it sustained funding for shelters. Government-funded NGOs assisted 21 victims of trafficking in 2012, a significant decline from the 56 victims assisted in 2011. Of the 21 victims assisted in 2012, seven were women and 14 were men; seven were victims of sex trafficking and 14 of labor trafficking. The police did not refer any victims to NGOs for assistance in the reporting period. According to a study, institutions with access to workplaces vulnerable to labor trafficking, such as the labor inspectorate and unions, did not participate in victim identification or referral. Law enforcement, immigration officials, and social workers received a manual produced by the government on how to identify and refer victims to care.

In 2012, the government provided the equivalent of approximately $148,600 to the two shelters for trafficking victims, as well as equivalent of approximately $43,600 to support the anti-trafficking hotline. There were no specialized shelters for male victims of trafficking; however, male victims had access to the same services as women, including legal counseling, aid in contacting the police, and assistance in submitting various applications for assistance. There were no specialized shelters for children, though child victims could reportedly stay at women's domestic violence shelters. Victims could leave the shelters unchaperoned. The government claimed that no identified trafficking victims were penalized for unlawful acts committed while being trafficked. During 2012, as in 2011 and 2010, no victims assisted in the investigation or prosecution of trafficking offenders. Although foreign victims were eligible to apply for temporary residency for the duration of criminal investigations and legal proceedings in which they participate, no victims applied for such residency in 2012; one NGO reported that no trafficking victim has ever applied for a trafficking temporary residence permit since the introduction of such permits in 2007.

Prevention

The government demonstrated modest prevention activities during the reporting period. The government provided an NGO with the equivalent of approximately $43,600 to operate an anti-trafficking hotline; the hotline received 671 calls in 2012 from individuals vulnerable to trafficking. The government continued to educate consular officers, middle school students, and Estonians looking for work abroad. The Ministry of Justice led the government's anti-trafficking working group, bringing together approximately 75 representatives of various government agencies and NGOs who met regularly to discuss anti-trafficking policy. The working group prepares an annual report of activity, which is available on government websites upon final government approval. The government had a national action plan on reducing violence, which included preventing and combating human trafficking as one of its four objectives. There were no special campaigns to reduce the demand for commercial sex acts within Estonia, though the topic was covered at trainings and seminars conducted by the Ministry of Social Affairs.

ETHIOPIA (Tier 2)

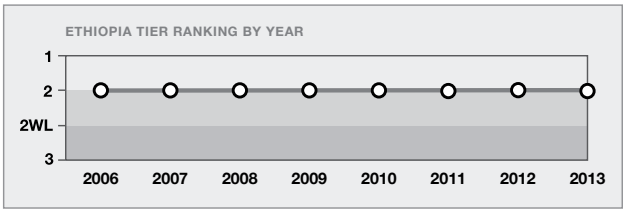
Ethiopia is a source and, to a lesser extent, a destination and transit country for men, women, and children who are subjected to forced labor and sex trafficking. Girls from Ethiopia's rural areas are exploited in domestic servitude and, less frequently, prostitution within the country, while boys are subjected to forced labor in traditional weaving, herding, guarding, and street vending. Ethiopian girls are forced into domestic servitude and prostitution outside of Ethiopia, primarily in Djibouti and South Sudan, while Ethiopian boys are subjected to forced labor in Djibouti as shop assistants, errand boys, domestic workers, thieves, and street beggars.

Young women, most with only primary education, are subjected to domestic servitude throughout the Middle East, as well as in Sudan and South Sudan. Many young women transit through Djibouti, Egypt, Somalia, Sudan, or Yemen as they emigrate seeking work. Some women become stranded and exploited in these transit countries, unable to reach their intended 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. Although the Ministry of Labor and Social Affairs (MOLSA) reported that licensed Ethiopian overseas recruitment agencies received 198,000 applications for work in 2012, more than double the amount received in 2011, the ministry estimated that this represents only 30 to 40 percent of all Ethiopians migrating to the Middle East. The remaining 60 to 70 percent are either trafficked or smuggled with the facilitation of illegal brokers. Ethiopian women are sometimes exploited in the sex trade after migrating for labor purposes—particularly in brothels, mining camps, and near oil fields in Sudan and South Sudan—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. During 2012, nine Ethiopian victims of sex and labor trafficking were also identified in the United States and seven in the United Kingdom.

Eritreans residing in Ethiopia-based refugee camps, some of whom voluntarily migrate out of the camps, and others who are abducted from the camps, face instances of human trafficking perpetrated in Egypt's Sinai Peninsula. In addition to being a transit country, Ethiopia also serves as a destination country for trafficking victims. For example, a small number of Rwandan nationals were transported from Kigali to Addis Ababa where they were exploited in forced labor or forced prostitution; some were transported further to European nations and forced into prostitution. In another instance, Tanzanian courts convicted three trafficking offenders in two separate cases of transporting six Tanzanian men to Ethiopia for exploitation in forced labor.

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. Although the government ratified the 2000 UN TIP Protocol and the Federal High Court convicted an increased number of trafficking offenders, government action infrequently distinguished between trafficking in persons and smuggling; this lack of differentiation stymied anti-trafficking efforts. The government opened an emergency response center in the Afar Region that provided emergency services and logistical support to migrants in distress, who may include trafficking victims, and regional governments within Ethiopia hosted workshops to raise awareness of human trafficking and established taskforces to coordinate their work on trafficking cases. Although the government reported it conducted investigations into internal trafficking and prosecuted offenders using trafficking-specific provisions of Ethiopian law, its failure to compile data on such efforts from local jurisdictions remained a concern. Its provision of assistance to trafficking victims was compromised by its reluctance to partner with or otherwise support NGO service providers actively and consistently. The limited and inconsistent assistance provided to trafficking victims by Ethiopian diplomatic missions in the Middle East was inadequate compared to the scale of the problem; Ethiopia's parliament did not allocate funds for the establishment of labor attache positions in these missions, despite such positions being mandated by law.



Recommendations for Ethiopia: Strengthen criminal code penalties for sex trafficking, and amend Criminal Code Articles 597 and 635 to include a clear definition of human trafficking, explicit coverage for male victims, and enhanced penalties that are commensurate with other serious crimes; continue to improve the investigative capacity of police and enhance judicial understanding of trafficking 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; allocate appropriate funding for the deployment of labor attachés to overseas diplomatic missions; institute regular trafficking awareness training for diplomats posted overseas, as well as labor officials who validate employment contracts or regulate employment agencies; incorporate information on human trafficking and labor rights in Middle Eastern and other countries into pre-departure training provided to migrant workers; engage Middle Eastern governments on improving protections for Ethiopian workers; partner with local NGOs to increase the level of services available to trafficking victims returning from overseas, include allocating funding to enable the continuous operation of either a government or NGO-run shelter; improve the productivity of the national anti-trafficking taskforce; and launch a campaign to increase awareness of internal trafficking at the local and regional levels.

Prosecution

The Government of Ethiopia maintained its anti-trafficking law enforcement efforts during the reporting period. 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, penalties 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, penalties which are sufficiently stringent. Articles 597 and 635, however, lack a clear definition of human trafficking, do not include coverage for crimes committed against adult male victims, and have rarely been used to prosecute trafficking offenses. Instead, 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 continued lack of a legal definition of human trafficking impeded the Ethiopian Federal Police's (EFP) and Ministry of Justice's (MOJ) ability to investigate and prosecute trafficking cases effectively.

The EFP continued to make progress in investigating human trafficking cases, as well as cooperating with the Federal Prosecutor's Office to bring an increased number of cases to trial and conclusion. During the reporting period the EFP's

Human Trafficking and Narcotics Section, located within the Organized Crime Investigation Unit, investigated 166 trafficking offenders (representing 133 cases); at year's end, eight individuals remained under investigation. The remaining 158 individuals were prosecuted in the court, of which 58 prosecutions remain ongoing. The Federal High Court's 11th Criminal Bench secured 100 convictions (compared to 77 in 2011) and ordered punishments ranging from two to 16 years' imprisonment without parole. The government did not provide information to substantiate its efforts to investigate and prosecute internal trafficking crimes. Regional law enforcement entities throughout the country continued to exhibit an inability to distinguish human trafficking from human smuggling and lacked capacity to properly investigate and document cases, as well as to collect and organize relevant data. The government did not provide law enforcement officials with trafficking-specific training, though police and other officials received training from international organizations during the year. The government did not report any investigations, prosecutions, and convictions of public officials allegedly complicit in human trafficking offenses.

Protection

The government provided only limited assistance to trafficking victims during the reporting period, instead relying almost exclusively on international organizations and NGOs to provide services to victims and not providing any care specific to trafficking victims, as opposed to victims of other crimes. In July 2012, the EFP and IOM opened an emergency response center in the Afar Region where police and local health professionals provided life-saving medical and nutritional care, temporary shelter, transport to home areas, and counseling to migrants in distress, including trafficking victims. Healthcare and other social services were generally provided to victims of trafficking by government-operated hospitals in the same manner as they were provided to other victims of abuse. The government's reliance on NGOs to provide direct assistance to most trafficking victims, while not providing financial or in-kind support to such NGOs, resulted in unpredictable availability of adequate care; many facilities lacked sustainability as they depended on project-based funding for continued operation. There were no reports of trafficking victims being detained, jailed, or prosecuted in 2012.

Limited consular services provided to Ethiopian workers abroad continued to be a weakness in government efforts. Although the Employment Exchange Services Proclamation No. 632/2009, which governs the work of approximately 300 licensed labor recruitment agencies, requires licensed employment agencies to place funds in escrow to provide assistance in the event a worker's contract is broken, the Ministry of Foreign Affairs (MFA) has never used these deposits to pay for victims' transportation back to Ethiopia. Furthermore, while the proclamation mandates the establishment of labor attaché positions in diplomatic missions abroad, the parliament neither appropriated funds for MOLSA to establish these positions nor did it create a plan or timeframe for implementation of the proclamation's mandate. During the reporting period, Bole International Airport Authority and immigration officials in Addis Ababa informally referred 145 female victims to a trafficking-specific local NGO, though typically such referrals were made only at the behest of self-identified victims of trafficking.

Prevention

The government sustained its efforts to prevent human trafficking during the reporting period. Working-level officials from federal ministries and agencies met weekly as part of the Technical Working Group on Trafficking and had limited success in identifying patterns and tactics of traffickers, as well as in identifying source regions of trafficking victims. The Inter-Ministerial Task Force on Trafficking met quarterly, but failed to produce tangible results; its draft national anti-trafficking action plan remained pending with the Council of Ministers for a third year. The government did, however, approve a National Action Plan to Eliminate the Worst Forms of Child Labor in December 2012, which includes provisions for preventing the trafficking of children. Although the government enacted a law in June 2012 requiring registration of all births nationwide, the lack of a uniform national identification card impedes implementation of the law. Official documents are also highly vulnerable to fraud.

In July 2012, the Tigray Regional State Bureau of Youth and Sport Affairs co-hosted with IOM two seminars for law enforcement, prosecutors, judges, and other government officials to raise awareness on irregular migration and human trafficking. The regional government of Oromia and ILO hosted a workshop for law enforcement and government officials on the Oromia region's response to the threat of human trafficking in April 2012. Officials in the Gamo Gofa Zone formed a taskforce with members from the court, police, zonal council, civil service offices, and the Bureau of Justice that met quarterly to coordinate trafficking cases; similar taskforces were created at the *woreda* and *kebele* levels in Gamo Gofa that met more frequently. The SNNPR Tourism and Culture Bureau did not take action to implement or enforce its 2009 tourism code of conduct that bans facilitating or participating in sex tourism by tour operators or tourists.

During the reporting period, the government concluded labor migration agreements with Jordan, Kuwait, Qatar, and Saudi Arabia; an agreement with the United Arab Emirates remains in negotiation, though none of the parties have reported that these agreements contain protections from human trafficking. Ethiopia's agreement to send 45,000 female domestic workers per month to Saudi Arabia will address the labor shortage created by Indonesia and the Philippines' withdrawal of their workers due to alleged abuses; the new agreement increases the likelihood of traffickers directing victims to Saudi Arabia to meet the growing demand for cheap labor there. Despite documented abuse of Ethiopian migrant workers, the government showed only limited signs of engaging destination country governments in an effort to improve protections for Ethiopian workers.

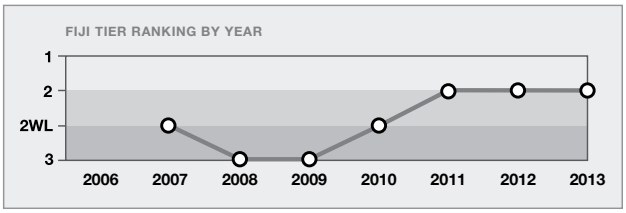
In 2012, MOLSA reviewed and approved 198,000 contracts for overseas employment, predominantly for women emigrating as domestic workers. Although the Ministry of Education launched a six-week pre-departure training for all workers migrating through this process, the training focused on job-related skills and communication and did not include a human and labor rights component. MOLSA's inspection unit increased in size during the reporting period from 130 to 380 inspectors, expanding its ability to inspect work places, identify violations, and suggest remedial actions. MOLSA inspectors are not trained to combat trafficking because it is considered outside their mandate. Law enforcement closed six Ethiopian Overseas Recruitment Agencies (EORAs) in Dessie for charging money for services they did not perform.

Despite these closures, MOLSA reported that there were no systematic investigations of EORAs and that it was difficult for law enforcement to track illegal side activities by EORAs. Ethiopia ratified the 2000 UN TIP Protocol in June 2012.

FIJI (Tier 2)

Fiji is a source country for children subjected to sex trafficking and forced labor, and a destination country for Asian men and women subjected to forced labor and forced prostitution. Fiji's role as a regional transportation hub makes it a potential transit area for human trafficking. Victims in Fiji are allegedly exploited in illegal brothels, local hotels, private homes, and other rural and urban locations. Victims are recruited in their home countries or deceptively recruited while visiting Fiji, sometimes by Chinese criminal organizations. Family members, other Fijian citizens, foreign tourists, 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 if their 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 may be coerced to engage in sexual activity in exchange for food, clothing, shelter, or school fees. Fijian children are also subjected to 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 year, the Fijian government continued its anti-trafficking efforts, particularly through investigations that led to its first prosecution of an internal sex trafficking case, as well as another prosecution involving Thai nationals. Despite its limited resources, the Fijian government provided a range of victim protection services throughout the reporting period. Nevertheless, the government made insufficient progress in combating the serious problem of sex and labor trafficking, including of children, within the country. Authorities did not widely implement formal procedures to proactively identify victims of trafficking among vulnerable populations during the year.



Recommendations for Fiji: Continue efforts to investigate, prosecute, convict, and punish trafficking offenders under the provisions of the Crimes Decree; increase anti-trafficking cooperation among the Department of Immigration, the police Human Trafficking Unit, the police Transnational Crimes Unit, and other relevant government bodies; institute more trainings for law enforcement and immigration officers on victim identification and protection; develop and strengthen formal procedures to proactively identify victims of trafficking, especially among vulnerable groups, such as migrant workers, those allegedly involved in prostitution, and children exploited by local citizens; enhance efforts to provide access to legal, medical, and psychological assistance to victims of trafficking; make efforts to allow identified trafficking victims to work and earn income while assisting with investigations; disseminate more anti-trafficking awareness campaigns directed at clients of child and adult prostitution; and accede to the 2000 UN Protocol.

Prosecution

The Government of Fiji sustained its anti-trafficking law enforcement efforts during the reporting period. The government's 2009 Crimes Decree includes comprehensive anti-trafficking provisions for both domestic and international cases. The prescribed penalties of up to 25 years' imprisonment, and possible fines of up to the equivalent of approximately $400,000, are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The anti-trafficking unit investigated nine cases, compared to eight investigations during the previous reporting year, of which two were prosecuted during the current reporting period. In a case involving three Thai nationals subjected to forced prostitution by two foreign nationals and two Fijians, the government prosecuted and obtained convictions of the two offenders, who received sentences of seven to 10 years' imprisonment without parole. Prosecution of the first internal sex trafficking case, which involved two adults who allegedly had sexually exploited children, remained in court at the end of this reporting period. The government continued to fund the Police Human Trafficking Unit's training workshops to detect and investigate trafficking cases. Fijian government did not report any investigations or prosecutions of public officials complicit in human trafficking-related offenses during the year.

Protection

The Government of Fiji made modest efforts to identify and protect trafficking victims during the reporting period. Victim identification efforts were sustained, as three foreign adult victims and one adult Fijian victim were identified, in addition to two child victims of sex trafficking during this reporting year. The victims were provided accommodation, security, and daily allowances. The government continued to rely on NGOs and international organizations to supply long-term care facilities and specialized services for trafficking victims. The government provided temporary visas to foreign victims of trafficking, but did not offer permanent residency status for victims who were participating in criminal trials. The government continued a policy of referring victims to the anti-trafficking unit for assistance. During the year, the Immigration Department and the Police Human Trafficking Unit used guidelines for identifying potential trafficking victims, including at the border. The government did not, however, proactively identify victims of trafficking among vulnerable populations with which its officials come in contact, such as women and girls in prostitution or foreign workers in spas.

Prevention

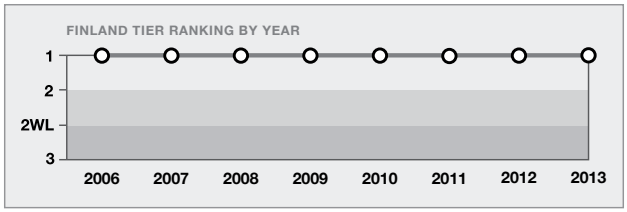
The Government of Fiji sustained its efforts to raise public awareness about human trafficking. In March 2013, the government launched a human trafficking public awareness campaign and conducted a two-day workshop for prosecutors. The Child Labour Unit (CLU) conducted child labor training for 347 primary and secondary school teachers to assist children in forced labor situations. CLU hosted oratory and

picture competitions in 17 schools, around the theme of world day against child labor. The government published press releases, advertisements, and pamphlets in Mandarin, Hindi, and Thai to publicize available government assistance for potential trafficking victims, and sustained a partnership with an NGO to raise awareness, through a poster campaign, at police stations, airports, and other locations. The government did not make efforts to reduce the demand for commercial sex acts during the reporting period. 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. 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 conditions of forced labor. Female sex trafficking victims originate in Estonia, Russia, Latvia, Lithuania, Czech Republic, Poland, Romania, Nigeria, West Africa, and Southeast Asia. Forced labor victims come from a variety of countries including Estonia, Latvia, Lithuania, China, Thailand, Vietnam, Kyrgyzstan, Ukraine, India, and Belarus, and are exploited in the construction industry, restaurants, agriculture, and as cleaners and domestic servants. Finnish teenagers are reportedly vulnerable to sex trafficking. Officials believe that most labor trafficking is connected to ethnic businesses like restaurants and massage parlors. Ethnic Roma from other countries are vulnerable to forced begging in Finland.

The Government of Finland fully complies with the minimum standards for the elimination of trafficking. During the reporting period, authorities secured more convictions under the trafficking statute, as well as the first conviction for labor exploitation affirmed on appeal, and all convicted offenders were sentenced to time in prison. The government also improved issuance of residence permits to foreign trafficking victims. Authorities created new guidelines for victim identification and referral for police, although identification of sex trafficking victims remained low. The Finnish independent anti-trafficking national rapporteur continued exemplary self-critical reporting on trafficking in Finland, and there was cooperation between labor inspectors and police.



Recommendations for Finland: Continue making greater use of the trafficking statute to investigate and prosecute cases; encourage officials to proactively identify potential sex and labor trafficking victims and refer them to services to which they are entitled under Finnish law; continue training investigators, police, border officials, prosecutors, labor inspectors, and judges on human trafficking and the rights of trafficking victims; further explore the establishment of a national trafficking coordinator who can facilitate cooperation among different governmental entities; provide training on victim identification and referral for health care and social services employees; evaluate how NGOs can obtain secure funding, so more grassroots organizations can thrive and provide assistance to trafficking victims; continue to encourage victim participation in the criminal process; examine the possible vulnerabilities posed by residence permits that are valid only for one employer; improve the provision of social services by lessening bureaucratic obstacles; ensure trafficking victims are thoroughly explained their rights at the outset of identification, in a language they understand; and ensure advocates are available to assist victims in navigating the social services system.

Prosecution

The Government of Finland improved its anti-trafficking law enforcement efforts through increased convictions under the trafficking statute, including the first post-appeal confirmation of a conviction for forced labor offenses. Law 1889-39 of the Finnish penal code prohibits all forms of trafficking and prescribes up to 10 years' imprisonment for convicted offenders, penalties sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Other non-trafficking criminal statutes which prescribe lower penalties, such as a statute prohibiting pandering, continued to be used frequently to prosecute sex trafficking offenders. From April 2012 to January 2013, the Government of Finland reported initiating five sex trafficking investigations and nine labor trafficking investigations, compared to seven sex trafficking investigations and 14 labor trafficking investigations in 2011. The government prosecuted at least eight alleged trafficking offenders in 2012. In 2012, Finnish courts achieved their first convictions for labor trafficking under the human trafficking statute. The government convicted seven offenders for labor trafficking and one for sex trafficking, with sentences ranging from 18 to 82 months' imprisonment; this marked an increase from the two convictions in 2011. The Finnish government continued to integrate trafficking awareness into its formal classroom training for the police and border guard, and the rapporteur provided training to police, the border guard, prosecutors, and judges. Law enforcement authorities collaborated with other governments on trafficking investigations. There were no reports of government officials' complicity in trafficking during the reporting period.

Protection

The government sustained its protection efforts in 2012, showing improvements in the issuance of residence permits and providing guidance for police; however, it struggled to identify sex trafficking victims. The government fully funded victim protection efforts for trafficking victims, whether Finnish or foreign. The government provided both direct care and funding for appropriate third-party care through an asylum reception center that offered shelter, psychological assistance, medical care, and other services to identified victims of trafficking. 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. Despite the center's efforts, some victims, particularly sex trafficking victims, faced stigma as trafficking victims, making them vulnerable to re-victimization. The reception center also maintained a hotline and a website in multiple languages exclusively for

trafficking victims. In 2012, the government asylum reception center reported spending the equivalent of approximately $1,807,200 on the care of trafficking victims and operating expenses. Officials identified 46 victims during the reporting period, in contrast to 41 victims identified in 2011. In total, 60 potential trafficking victims asked for assistance in 2012. Victims of labor trafficking continued to comprise the bulk of the referrals to Finland's victim assistance program, and there were reports of insufficient identification of sex trafficking victims. Finnish courts required three convicted trafficking offenders to pay compensation to victims.

In 2012, the government produced guidelines for police on the identification and assistance of victims of human trafficking; the border guard continued to use guidelines developed by the immigration service. The government encouraged victims to assist in the investigation and prosecution of trafficking offenders. During the reporting period, approximately 50 victims assisted law enforcement in pre-trial investigations and at least 20 victims participated in the prosecutions of offenders. Finnish law allowed identified trafficking victims a six-month reflection period, during which they could receive immediate care and assistance while considering whether to assist law enforcement. No victims utilized the reflection period during the year, although most victims already had a form of legal residence. The government offered an extended residence permit for victims of trafficking wishing to stay longer than six months, and it approved 32 applications associated with human trafficking in the reporting period, a significant increase from the two permits issued in 2011. Although the government made efforts to ensure that identified victims were not penalized for unlawful acts committed as a direct result of being trafficked, there were reports that some potential trafficking victims, especially women of African descent, were deported without attempts made to ascertain whether they were trafficking victims.

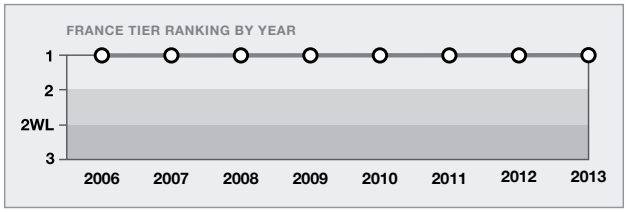
Prevention

The government improved its anti-trafficking prevention activities in 2012, particularly through support of the rapporteur and increased collaboration between labor inspectors and the police. The rapporteur continued her analysis of the government's anti-trafficking efforts and advocated for specific changes through its public report. The Government of Finland does not have a national trafficking coordinator, and such a coordinator could improve management and integration of action between government agencies and NGOs. The Finnish government collaborated with Finnair to train the airline's ground staff to identify potentially trafficked persons. A government official reported that labor inspectors have begun to report suspected labor trafficking cases to the police. New legal requirements came into force in September 2012 that obligated employers in the construction industry to ensure its sub-contractors were registered with various government agencies in order to increase oversight by regulating authorities. The government continued to provide assistance to other governments for counter-trafficking programs and to a regional expert group on trafficking. To prevent child sex tourism by Finnish citizens traveling abroad, the government distributed brochures at a travel show to thousands of potential travelers, highlighting the harm child sex tourism causes to children. The government also demonstrated efforts to reduce demand for commercial sex acts by issuing fines to individuals attempting to purchase commercial sex. The Finnish government provided anti-trafficking training to Finnish forces prior to their deployment abroad on international peacekeeping missions.

FRANCE (Tier 1)

France is a destination and transit country for men, women, and children from Eastern Europe, West Africa, and Asia, as well as the Caribbean and Brazil, subjected to sex trafficking and forced labor. France is also a limited source country for French citizens subjected to forced prostitution and forced labor. Sex trafficking networks controlled by Bulgarians, Nigerians, Romanians, and French citizens force women into prostitution through debt bondage, physical force, and psychological coercion, including the invocation of voodoo. Women and children, many from Africa, continued to be subjected to forced domestic service. Many of these cases were reportedly inter-familial, in which families exploited family members brought from Africa to work in their households in France; other cases involved a small number of diplomats. The Government of France estimates that the majority of the 18,000 to 20,000 people in France's commercial sex trade—which is dominated by women from Bulgaria, Romania, and Nigeria—are likely trafficking victims. Women from northern China are particularly vulnerable to sex trafficking due to social ostracizing by southern Chinese immigrants. There are also reports that a significant number of children, primarily from Romania and West and North Africa, are victims of sex trafficking in France. Ethnic Roma and other unaccompanied children in France remained vulnerable to forced begging and forced theft. Transsexual persons from Colombia, Ecuador, and Peru were vulnerable to sex trafficking. Some French citizens were documented to have participated in child sex tourism in foreign countries. Women and children from Brazil were subjected to forced labor and sex trafficking in the French overseas territory of French Guiana.

The Government of France fully complies with the minimum standards for the elimination of trafficking. The government sustained funding for a network of shelters offering comprehensive care to trafficking victims, and identified more victims of pimping and sex trafficking. However, authorities continued to focus primarily on sex trafficking, with limited attention provided to forced labor offenses. The government lacked formal referral procedures for victims who were citizens or legal residents. The government provided limited resources to identifying victims of labor exploitation. Authorities generally did not offer victims reflection periods, and various prefects' policies for residence permit issuance were inconsistent. The government undertook a number of joint investigations and prevention projects with European partners. The government's number of criminal cases classified as trafficking rather than as pimping, however, remained far below the estimated occurrence of trafficking in France. Authorities took action against public officials complicit in trafficking offenses, as well as French citizens involved in child sex tourism.



Recommendations for France: Greatly increase investigations, prosecutions, and convictions under the trafficking statute, ensuring that convicted offenders are sentenced to jail terms; amplify training and enforcement of labor trafficking; increase anti-trafficking training for prosecutors and judges, ensuring that emphasis is placed on increasing the use of the trafficking statute; implement a national action plan that formalizes a referral mechanism that adequately addresses the needs of both sex and labor trafficking victims; improve victims' access to restitution; standardize residence permit issuance policies and consider decreasing the fees for trafficking victims; ensure women and children arrested for soliciting or theft are screened for trafficking indicators; offer trafficking victims the 30-day reflection period; ensure victims of trafficking receive care regardless of cooperation with law enforcement; and enhance the collection of law enforcement and victim assistance data.

Prosecution

The Government of France made only modest anti-trafficking law enforcement efforts during the reporting period; law enforcement efforts continued to focus primarily on sex trafficking, with limited attention to forced labor offenses. 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. During the reporting period, the government implemented the EU anti-trafficking directive, establishing extraterritorial jurisdiction over trafficking offenses. In 2012, the European Court of Human Rights found France had committed a violation of Article 4 of the European Convention of Human Rights because the French government had not established an effective criminal and administrative framework to protect the rights of trafficking victims.

The government continued to have difficulty collecting and reporting current data on its anti-trafficking law enforcement efforts, inhibiting its ability to assess the country's trafficking situation and its own anti-trafficking efforts. In 2012, French authorities formally questioned 572 individuals suspected of trafficking or pimping offenses, but did not specifically report the number of trafficking investigations within that figure. In 2011, the most recent year for which data is available for convictions, French authorities obtained convictions for 17 offenders under Article 225-4-2, an aggravated trafficking section, compared with convicting 20 offenders in 2010. The government also had convictions for 16 offenders for the prostitution of children in 2011, compared with 20 in 2010. In addition, in 2011, the government obtained convictions against 15 offenders for the exploitation of begging, compared with 30 in 2010. Some trafficking cases may be reflected in the 502 convictions under the aggravated anti-pimping statute in 2011; an estimated 15 percent of the original arrests in those cases were for trafficking-specific offenses. For example, six trafficking suspects were charged in June with aggravated pimping in a case in which the defendants lured Romanian women to France under false pretexts, confiscated their passports, and forced them into prostitution. In 2012, trafficking offenders were sentenced to up to nine and a half years' imprisonment, though some offenders received suspended sentences and fines. Although the government did not provide comprehensive prosecution and sentencing data for trafficking offenders in 2012, some cases demonstrated that the French government vigorously prosecuted, convicted, and sentenced trafficking offenders during the reporting period. In February 2013, a French court sentenced a convicted sex trafficking offender to five years in prison for the trafficking of six women in Paris. In October 2012, a court in Evry convicted five traffickers of aggravated pimping and sentenced them to non-suspended terms of imprisonment of nine and a half years; five years; four and a half years; and three years, for the forced prostitution of Romanian women.

The Central Office for the Suppression of Trafficking in Human Beings coordinated sex trafficking investigations throughout the country. The Ministry of Justice continued to offer an annual training session for prosecutors and magistrates on France's anti-trafficking laws, which have historically been under-used due to prosecutors' familiarity with anti-pimping statutes. In forced labor cases, prosecutors reportedly preferred to use non-trafficking statutes that prescribe less stringent punishments than the human trafficking statute. The French government sponsored training for police and distributed pocket-sized cards to border police and NGOs on how to identify trafficking victims. French law enforcement authorities collaborated with several governments in 2012, including authorities in Belgium, Bulgaria, Germany, Romania, to investigate human trafficking cases. This year, the government convicted the wife of Muammar Qadhafi's former chief of staff for holding four Tanzanian women against their will in the family's house in France. In 2012, the government arrested one soldier for forced prostitution and convicted and sentenced one police officer for aggravated pimping.

Protection

The government demonstrated protection efforts, providing funding to sex trafficking victims, while providing insufficient care and identification for labor trafficking victims. The government did not have a formal procedure for identifying victims who were French citizens or legal residents. Victims who did not have a legal status in France needed to cooperate with law enforcement to receive care. Labor inspectors did not receiving training on human trafficking and reportedly did not specifically search for indicators of human trafficking, resulting in authorities classifying trafficking victims as illegal migrant workers. The government sponsored trainings for social workers and other government employees on trafficking victim identification, as well as training for managers and employees of major hotel groups on suspicious activity that they should report to police.

The police identified 751 victims of pimping and sex trafficking in 2012, compared to 654 victims in 2011. Nine of these victims were males. The central government and city of Paris provided funding for the Ac-Se system, which is an NGO-managed network of 49 NGO-run shelters that assists vulnerable adult victims of sex and labor trafficking. Ac-Se assisted 68 victims of trafficking in 2012, providing them with shelter, legal, medical, and psychological services. Shelters located throughout France allowed NGOs to place victims far away from where they were exploited. Local governments provided French language classes to victims. Some victims could qualify for subsidized housing and job training programs. Victims receive the equivalent of approximately $450 as an initial stipend from the government, and approximately $130 per month subsequently. NGOs objected that the financial stipend was insufficient to permit victims to rehabilitate successfully. Victims had to wait an average of 14 days for access to a shelter, a decline from the average 40-day wait in 2011. The central and municipal

governments also partially funded the operation of a shelter in Paris and a small number of emergency apartments. Child protective services placed child victims of trafficking into children's shelters. The government continued to operate a hotline for children in abusive situations, including human trafficking. While French authorities did not report overall funding allocations to NGOs for victims of trafficking, the central government, municipal governments, and the city of Paris provided at least the equivalent of approximately $3 million to NGOs for victim assistance in 2012.

French law provided for a 30-day reflection period for suspected trafficking victims; however, authorities were reportedly not familiar with the reflection period and did not offer it. Victims of trafficking were eligible for temporary residency permits, provided they cooperate with police investigations. The permits were typically valid for one year and were renewable every six months. Waiting periods for permits ranged from 15 days to three months and cost the equivalent of approximately $390. Victims of trafficking who obtain residency may work or leave the country during trial proceedings. These permits were available during the duration of the criminal process and automatically become permanent upon an offender's conviction. In cases in which offenders were not convicted, local prefects had the discretion to grant permanent residency cards to victims. NGOs noted highly inconsistent practices among prefects in the issuance of residence permits, particularly if the victims had past convictions for prostitution. Some trafficking victims found it easier to apply for and obtain asylum, as the process involved no cost and no requirement to participate in a prosecution. Trafficking victims were eligible to receive restitution through the Crime Victims Compensation Program; however, only two victims of trafficking have received compensation through the program since its inception in 1985. Several compensation requests have been pending for many years. There were no specific reports of identified trafficking victims being penalized for crimes committed as a direct result of their being trafficked. However, NGOs reported that police often punished victims, including child victims, for soliciting and theft, and when repeatedly caught, imprisoned them.

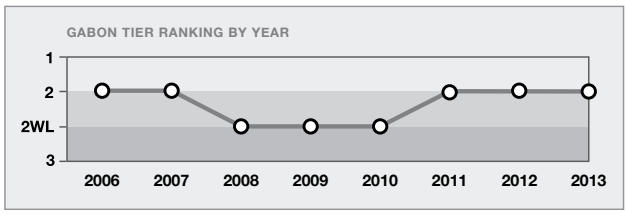
Prevention

The government sustained its prevention efforts during the reporting period. In January 2013, the government created the Inter-ministerial Mission for the Protection of Women Victims of Violence, with a mandate to evaluate and coordinate local-level policies in the fight against violence, help train experts in women's violence from the public and private sectors, and act as the national coordinator in the fight against human trafficking. The government appointed a national coordinator in April 2013. The government continued to operate without an approved action plan. The government did not run a national anti-trafficking awareness campaign, although NGOs receiving government funds ran campaigns. The French government worked with some source countries to prevent trafficking, such as its joint project with the Government of Bulgaria to raise awareness among minors and ethnic Roma in Varna. The French government funded programs through airlines and tourism operators describing the penalties for child sex tourism. All tourism students in France were obligated to take course work on preventing child sex tourism. In 2012, French authorities arrested three French nationals on suspicion of sexually abusing children abroad. French authorities also sentenced two French nationals to prison for eight and 10 years for raping children in Tahiti and Indonesia. The French government provided anti-trafficking training to all peacekeeping troops prior to their deployment abroad on international peacekeeping missions. During the reporting period, the government did not initiate any campaigns to reduce demand for commercial sex acts within France.

GABON (Tier 2)

Gabon is primarily a destination and transit country for children and women from Benin, Nigeria, Togo, Mali, Guinea, and other West African countries who are subjected to forced labor and sex trafficking. Some victims transit Gabon *en route* to Equatorial Guinea. The majority of victims are boys forced to work as street hawkers or mechanics. Girls are subjected to domestic servitude and forced labor in markets or roadside restaurants. West African women are forced into domestic service or prostitution in Gabon. Some foreign adults seek the help of smugglers for voluntary labor migration, but are subsequently forced into situations of labor or prostitution after arriving in Gabon without the proper documents for legal entry. During the reporting period, there was a slight increase in labor trafficking of Gabonese children to villages in the northern province of Woleu Ntem. Traffickers appear to operate in loose, ethnic-based crime networks, with female child traffickers serving as intermediaries in the victims' countries of origin. In some cases, child victims report that their families turned them over to intermediaries promising employment opportunities in Gabon. There is evidence some traffickers operate out of Lambarene to avoid detection in Libreville. Reports indicate the involvement of Nigerian syndicates in bringing trafficking victims to Gabon.

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 government maintained strong law enforcement efforts during the year by initiating the prosecutions of 10 alleged trafficking offenders and by obtaining the first nine convictions under Gabon's 2004 child trafficking law. The government also continued efforts to protect victims, working with several governments in the region to repatriate seven foreign victims following their stay in shelters operated by the government or in government-supported NGO facilities. Despite these significant efforts, the Government of Gabon failed to conduct any new prevention efforts, due to inactivity by the Inter-Ministerial Committee to Monitor Child Trafficking, and failed to address trafficking of adults.



Recommendations for Gabon: Continue efforts to prosecute, convict, and punish trafficking offenders; draft and enact provisions prohibiting the trafficking of adults; continue to strengthen cooperation between police, immigration, and *gendarmerie* to address trafficking cases jointly; develop a system to track trafficking cases and provide relevant law

enforcement and victim protection statistics; provide a regular and sufficient budget for the Inter-Ministerial Committee to Monitor Child Trafficking; develop an inter-ministerial committee to address adult trafficking, or expand the existing inter-ministerial committee's mandate to include adult trafficking; and revitalize prevention efforts through the provision of training for social workers, law enforcement, and judicial staff and the launching of national awareness-raising campaigns.

Prosecution

The Government of Gabon maintained strong law enforcement efforts during the reporting period. Existing laws do not prohibit all forms of human trafficking, including bonded labor. Law 09/04, "Concerning the Prevention and the Fight Against the Trafficking of Children in the Gabonese Republic," enacted in September 2004, prohibits child trafficking for both labor and sexual exploitation and prescribes penalties of five to 15 years' imprisonment, along with fines of the equivalent of approximatley $20,000 to $40,000; 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 penalties 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.

In February 2013, nine individuals were convicted of child trafficking by a Gabonese criminal court for attempting to traffic two children within Minvoul, a northern city near the border with Equatorial Guinea; two of these trafficking offenders were Equatoguinean citizens who were also convicted of illegal immigration for paying a bribe to border police to enter Gabon. The remaining seven offenders were Gabonese, including the chief of Doumassi village and his wife, and the four parents of the two children. All nine were sentenced to 14 years' imprisonment and ordered to pay a fine the equivalent of approximately $2,000. These are the first convictions obtained using Gabon's child trafficking law. Authorities also convicted a trafficking offender on non-trafficking charges related to forced child labor, sentencing the offender to two years in prison and approximately the equivalent of a $1,000 fine.

The Government of Gabon reported the investigations of 30 additional individuals suspected of committing trafficking offenses. In November 2012, five Beninese women were arrested for the suspected labor trafficking of eight Beninese children. However, they were released the following day. An investigation into allegations of bribery against two officials involved in the case remained ongoing at the close of the reporting period; both officials were removed from their posts and three of the released alleged traffickers were subsequently arrested and detained pending investigation. The status of the remaining 15 investigations is unknown. The government did not report any additional investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses during the reporting period. Furthermore, it did not provide any training to law enforcement officials to improve their effectiveness in investigating or prosecuting trafficking offenses.

Protection

The Government of Gabon sustained modest efforts to ensure victims of trafficking received access to necessary protective services during the reporting period. In 2012, it provided an unknown amount of funding to support five centers that offered shelter, medical care, education, and psycho-social services to orphans and vulnerable children, including child trafficking victims, in Libreville and Port Gentil; the government has allocated approximately the equivalent of $272,700 to the operation of these shelters in 2013. Two centers were government-funded, while the other three were financed partly by the government through financial and in-kind donations, as well as the provision of service support, including social workers. The government could shelter trafficked adults in these government- and NGO-run transit centers, though it did not identify any adult victims during the reporting period.

Government officials identified 19 trafficking victims during the year, all of whom were children. Two victims were repatriated to Togo, four to Benin, and one to Mali, after receiving shelter and care prior to their departures. Eight Beninese child victims remained in a government-supported shelter in Libreville at the end of 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; no victims availed themselves of this legal alternative when offered during the reporting period. Government personnel employed procedures to identify victims of trafficking among vulnerable groups, such as migrant children, and systematically referred them to government or NGO shelters. Victims were encouraged to testify during the prosecution of their traffickers. Testimony is routinely taken by prosecutors, police, and magistrates at the time of arrest of the suspected traffickers or rescue of the victim. The Ministry of Justice worked with other ministries and agencies to provide victims with protective services in Gabon until prosecutors and investigators could present their cases in court. In cases where financial restitution for support and repatriation, where appropriate, could not be obtained from the trafficker or the country of origin, the Government of Gabon absorbed the costs or sought the assistance of NGOs. During the reporting period, the Ministry of Social Affairs did not have the funds necessary to transport eight Beninese victims to a shelter in Libreville and relied on funds provided by private citizens. The government did not detain, fine, or jail victims due to acts committed as a result of their being trafficked.

Prevention

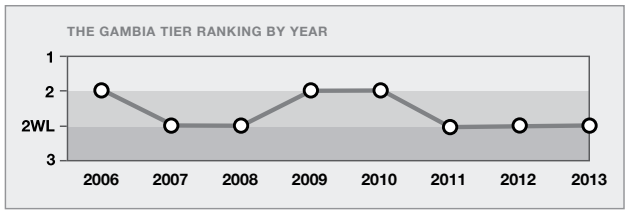
The Gabonese government made negligible efforts to prevent trafficking during the reporting period. The Inter-Ministerial Committee to Monitor and Combat Trafficking serves as the focal point for coordinating government anti-trafficking activities but, due to a reorganization of the President of Gabon's cabinet, no activities took place for six months in 2012. Although the committee's new president was appointed in October 2012, the committee's budget had been reauthorized to other government ministries by that time. The committee

began developing a national action plan for 2013, but the plan was not finalized by the end of the reporting period.

THE GAMBIA (Tier 2 Watch List)

The Gambia is a source, transit, 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, in particular to meet the demands of European tourists seeking sex with children. Observers believe organized 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* sometimes force such boys into begging and street vending. Gambian trafficking victims have been identified in neighboring West African countries, as well as in the United Kingdom.

The Government of The Gambia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these efforts, the government did not demonstrate evidence of overall increasing efforts to address human trafficking since the previous reporting period; therefore, The Gambia is placed on Tier 2 Watch List for a third consecutive year. The Gambia 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. Although it opened some investigations into potential trafficking crimes, the government failed to initiate any prosecutions of alleged trafficking offenders or to formally identify any victims. Sixty potential foreign child trafficking victims were referred to a government-run shelter and the government demonstrated increased prevention efforts relating to the practice of forced begging and street vending by unscrupulous *marabouts*.



Recommendations for The Gambia: Vigorously investigate and prosecute trafficking offenses and ensure adequate sentencing for convicted trafficking offenders; 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; engage with anti-trafficking counterparts in the region to enable the safe repatriation of victims to and from The Gambia; provide adequate funding and resources to the National Agency Against Trafficking in Persons so that the agency can effectively implement the anti-trafficking national action plan; and increase efforts to raise public awareness about the dangers of trafficking.

Prosecution

The Government of The Gambia sustained modest anti-trafficking law enforcement efforts during the reporting period. Its 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 several cases of suspected trafficking during the year. For instance, a Lebanese national was arrested for attempting to recruit 23 Gambian women, between the ages of 18 and 23, to work as maids in Lebanon, with the intent to subject them to forced prostitution once they arrived; however, in December 2012, the Ministry of Justice dropped the case due to a lack of evidence. In January 2013, police and immigration officers conducted a raid of a number of unfinished buildings in the Greater Banjul Area in January 2013 that lead to the identification of 77 Senegalese and two Gambian suspected trafficking victims; the individuals, the majority of whom were children, were working as housemaids and street vendors. Authorities arrested 18 individuals—17 Gambians and one Senegalese national—who were released on bail while the investigation continued; the government has not yet established whether the case involves elements of trafficking. Law enforcement efforts remained hindered by a lack of resources, training, and organization among various agencies. The government, in partnership with NGOs and international organizations, trained law enforcement officers to identify trafficking victims, interview victims, and prevent trafficking. The government did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses.

Protection

The government efforts to protect victims of human trafficking were limited during the reporting period, as it did not formally identify any trafficking victims. Of the 77 aforementioned potential Senegalese victims, 60 were children and were all referred to a government-run shelter; the children stayed at the shelter for 10 days prior to their repatriation to Senegal. The government did not provide any shelter to the adult victims identified in this case, and instead deported them back to Senegal after an initial screening. The two Gambian adult victims were returned to their home villages without receiving shelter or services. The Department of Social Welfare operated a 24-hour multi-purpose hotline and allocated the equivalent of approximately $11,500 to operating a shelter and drop-in center; the government did not report the number of trafficking victims it may have cared for in these facilities. The department continued to maintain an electronic child protection database, which includes information on trafficking cases, although no cases were identified in 2012. The 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 trafficked; however, the lack of a formal identification procedure likely resulted in some victims remaining unidentified in the law enforcement system.

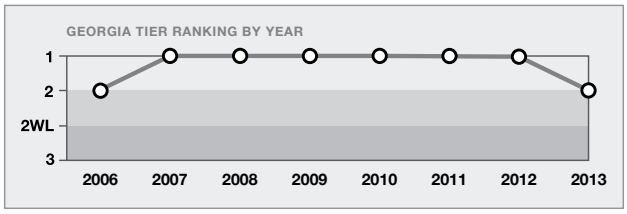
Prevention

The government demonstrated increased prevention efforts during the reporting period. The Department of Social Welfare and the Department of Education launched a program that provided financial support and resources to 12 Koranic schools on the condition that their students are not forced to beg; over 1,000 children benefitted from the program during the reporting period, and reports indicate that the number of Koranic students who were previously subjected to forced begging or street selling has decreased dramatically since the launch of the program. The Gambian government contributed the equivalent of approximately $3,000 each month during the reporting period to fund the program. The National Agency Against Trafficking in Persons (NAATIP)—the coordinating body for governmental anti-trafficking efforts—met with border officials in the Upper River Region, a region vulnerable to transnational trafficking, to educate them on trafficking in persons and the need to report any suspected cases directly to NAATIP. The agency continued to receive modest funding from the government, but relied on NGOs and international organizations for additional support. The NAATIP taskforce met four times during the reporting period. In January 2013, the Gambia Tourism Board, in collaboration with a local NGO, organized a one-day orientation for 50 members of the Tourism Security Unit to discuss trafficking and how to curb the local sex trade, including child sex tourism. Authorities continued to enforce the 2005 ban on unattended children in resort areas, but this effort did not lead to the referral of any child trafficking victims to protective services or the apprehension of any suspected traffickers or child sex tourists. The government did not make any discernible efforts to decrease the demand for forced labor during the reporting period. The government provided anti-trafficking training to Gambian troops before their deployment abroad on international peacekeeping missions.

GEORGIA (Tier 2)

Georgia is a source, transit, and destination country for women and girls subjected to sex trafficking and men and women subjected to conditions of forced labor. Women and girls from Georgia are subjected to sex trafficking within the country, as well as in Turkey, the United Arab Emirates, and, to a lesser extent, Egypt, Greece, Russia, Germany, and Austria. Women from Uzbekistan and possibly other countries are subjected to forced prostitution in Georgia's commercial sex trade in the tourist areas of Batumi and Gonio. Experts report that foreign women engaged in prostitution in saunas, strip clubs, hotels, and escort services are vulnerable to forced prostitution. Georgian men and women are subjected to forced labor within Georgia, and in Turkey, Russia, and other countries. In recent years, foreign nationals have been exploited in agriculture, construction, and domestic service within Georgia. Some street children may be subjected to forced begging or coerced into criminality. Although children are not commonly found working in agriculture in Georgia—except on family-owned farms—a labor trafficking expert in the country indicated that children working in agriculture and in the informal urban economy are highly vulnerable to forced labor. There is no information about the presence of human trafficking in the separatist regions of Abkhazia and South Ossetia. In 2012, one Georgian labor trafficking victim was identified in the United States.

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. While the government trained its officials on human trafficking and funded two anti-trafficking shelters, law enforcement efforts decreased, with fewer suspected trafficking offenders being investigated and prosecuted than in the previous year. Moreover, victim identification remained a challenge, with slightly fewer trafficking victims officially recognized by the government compared with the previous reporting period, and only limited efforts undertaken to identify victims proactively among vulnerable populations.



Recommendations for Georgia: Employ more effective, proactive methods to detect and identify potential trafficking victims among vulnerable populations; increase efforts to investigate and prosecute suspected trafficking cases, including by assessing non-physical forms of coercion, and convict labor and sex trafficking offenders; ensure that NGOs are funded and remain active partners in providing victim services and reintegration; ensure NGOs are provided with funding to assist potential trafficking victims before they receive official victim status and become eligible for state assistance; given the absence of labor inspectors in Georgia, ensure proactive outreach to workers, including both documented and undocumented foreign migrants, who are vulnerable to trafficking; ensure that children who are subjected to forced begging and vulnerable to commercial sexual exploitation are not inadvertently criminalized or punished for crimes committed as a direct result of their being trafficked; ensure children in prostitution are properly identified as trafficking victims; continue to permit civil society groups to systematically check for trafficking indicators among deported and returning Georgians at border points; consider appointing a victim-witness advocate to help ensure the rights of Georgian and foreign victims are respected during legal proceedings; continue to raise awareness among government officials and the general public about all forms of human trafficking; and continue awareness-raising campaigns about the existence of human trafficking, legal recourse, and available protection services, targeted at vulnerable groups.

Prosecution

The Government of Georgia reported fewer trafficking investigations, prosecutions, and convictions during the reporting period. Georgia prohibits all forms of trafficking in persons through the Law on Combating Trafficking in Persons and Article 143 of its criminal code, which prescribe penalties ranging from seven to 20 years' imprisonment. These penalties are sufficiently stringent and are commensurate with those prescribed for other serious crimes, such as rape. Investigations fell from 16 in 2011 to seven in 2012. Authorities prosecuted two defendants for sex trafficking under Article 143 in the reporting period but convicted none, a decrease from five sex trafficking offenders prosecuted and convicted in the previous year. Due to lack of convictions under the anti-trafficking law, no sentencing data could be examined; in September 2012, a trafficking sentence credited in the previous TIP Report was reduced by an appellate court from 15 to five years' imprisonment. The government convicted and sentenced two defendants with punishments of two and four years' imprisonment and fines of the equivalent of approximately $3,000 and $12,000 under Article 171(3) for facilitating the prostitution of a minor. The government did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses during the reporting period, though there were no reports of such alleged trafficking complicity. The absence of a labor inspectorate in Georgia contributed to workers' vulnerability to forced labor. The government continued its extensive training programs for law enforcement as well as additional specialized training for prosecutors, judges, immigration officials, border police, and other front-line responders during the year.

Protection

The Government of Georgia decreased its efforts to identify and protect trafficking victims in the reporting period. The government did not employ systematic procedures to proactively identify trafficking victims among vulnerable groups; three of the 18 government-certified victims were identified by government officials, while the other victims self-identified. During the reporting period, three Uzbek women, two Georgian men, and 13 Georgian women were certified by the government as trafficking victims, a slight decrease from the previous year. Eight of these 18 victims were subjected to forced prostitution, and 10 were forced into labor. Using an established formal referral system, the government referred all the victims to care facilities. Experts reported concerns with the low level of victim identification and overall lack of success in locating trafficking victims, including children in exploitative situations on the street, children and foreign women in the commercial sex sector, and Georgian and foreign workers in vulnerable labor sectors. In July 2012, Georgian diplomats alerted Turkish authorities to the plight of 22 Georgian forced laborers in Turkey. These men were subsequently returned to Georgia, but the government did not officially certify them as trafficking victims; consequently the men were not offered victim protection services. Georgian labor trafficking victims returning from Turkey sometimes believed that self-identification would prevent them from re-entering Turkey, which may have complicated efforts to identify and assist these victims. Despite indicators of sex trafficking in the Gonio area, law enforcement officers did not identify any sex trafficking victim during December 2012 brothel raids. A governmental body comprised of civil society groups—the "Permanent Group"—is tasked with granting official victim status to trafficking victims. The Ministry of Internal Affairs permitted an international organization to conduct screenings and interviews of deported Georgian migrants from Turkey from April to September 2012; the organization identified one trafficking victim, but the Permanent Group rejected the organization's request that the group provide that individual with victim status.

In April 2012, the government amended the Law on Combating Trafficking in Persons to codify existing assistance policies with regard to child victims. During the year, the government continued to fund and operate two shelters, but adult victims were not permitted to leave the shelters unchaperoned. Two other shelters are run by NGOs; these were used infrequently, largely as a short-term, interim solution when a victim could immediately be housed in a state-run shelter. The government's shelters provided extensive medical aid, psychological counseling, and legal assistance to 17 trafficking victims in the reporting period. Five trafficking victims received financial assistance from the government in 2012, consisting of a one-time payment in an amount equivalent to approximately $650 each, compared with six victims who received such support in 2011. The government reported that foreign victims were eligible for temporary residence permits, but no foreign victims requested them during the reporting period. The government reported that victims were encouraged to assist law enforcement with trafficking investigations and prosecutions; three of the 15 identified victims assisted law enforcement in the reporting period, a decrease compared to the assistance of all victims' participation during the previous year. Children who were begging and had been coerced into criminal activities occasionally were arrested, as opposed to being identified and assisted as trafficking victims.

Prevention

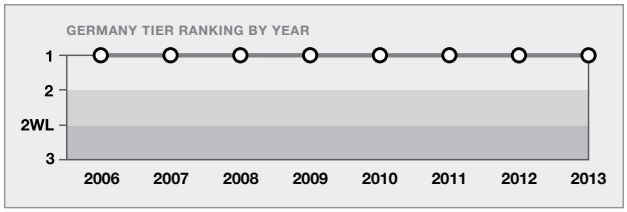
The Government of Georgia continued its anti-trafficking prevention activities during the reporting period. The new Minister of Justice publicly reaffirmed her commitment to fight human trafficking, and the Justice Ministry oversaw the finalization of Georgia's anti-trafficking action plan for 2013-2014, which the president signed in March 2013. The government did not provide any new anti-trafficking public awareness grants to NGOs during the reporting period. During the year, the government continued to conduct multiple information campaigns utilizing a broad array of media, including public service announcements, billboards, seminars, and television broadcasts throughout the country. The government continued to fund an anti-trafficking hotline. The Interagency Coordinating Council—chaired by the Minister of Justice—continued to serve as the government's coordinating body on anti-trafficking efforts. The government conducted public awareness campaigns to reduce the demand for child sex tourism, but did not take steps to reduce the demand for commercial sex acts.

GERMANY (Tier 1)

Germany is a source, transit, and destination country for women, children, and men subjected to sex trafficking and forced labor. Approximately 88 percent of identified victims of sex trafficking originate in Europe, including 26 percent from Romania, 22 percent from within Germany, and 15 percent from Bulgaria. Non-European victims originate in Nigeria,

other parts of Africa, Asia, and the Western Hemisphere. Approximately 14 percent of the trafficking victims are children. The majority of sex trafficking victims have been exploited in bars, brothels, and apartments; approximately 27 percent of identified sex trafficking victims report that they had agreed initially to engage in prostitution, a decrease from prior years. Nigerian victims of trafficking are often coerced into prostitution through voodoo rituals. Organized motorcycle gangs are involved in facilitating trafficking in Germany. Victims of forced labor have been identified or suspected in the agriculture sector, hotels, construction sites, meat processing plants, and restaurants. Labor trafficking victims originate in Africa; Indonesia; Latin America; and Europe, including Latvia, Bulgaria, and Romania. Some forced labor victims have also been identified in domestic service, including in diplomatic households. Members of ethnic minorities, such as Roma, as well as foreign unaccompanied minors who arrived in Germany, were particularly vulnerable to human trafficking; including forced begging and coerced criminal behavior. Various governments reported German citizen participation in sex tourism.

The Government of Germany fully complies with the minimum standards for the elimination of trafficking. The Government of Germany continued to identify a large number of sex trafficking victims and prosecute the cases of their exploitation. The government also took new steps to protect domestic workers in diplomatic communities, by establishing an in-person briefing for domestic workers and by funding opportunities for civil suits. Otherwise, however, the government's labor trafficking efforts were significantly weaker than those against sex trafficking. Fewer victims of labor trafficking were identified and those labor trafficking offenders who were convicted avoided jail sentences. Some officials noted that the government's program to oppose labor trafficking was not as well structured as that for sex trafficking.



Recommendations for Germany: Increase the government's efforts to fight labor trafficking; increase proactive identification of labor trafficking victims; ensure that labor trafficking is fully integrated into Cooperation Agreements at the state level; explore ways to increase the number of convicted trafficking offenders who receive sentences commensurate with the gravity of the crime committed; vigorously investigate, prosecute, and convict labor trafficking offenders; consider expanding longer-term residence permit eligibility for trafficking victims that is not reliant on the victim's willingness to testify at trial; better advertise and apply to trafficking victims the full range of residency permits available on humanitarian grounds, which are not linked to a victim's willingness to testify; encourage prosecutors' offices to assign specialized prosecutors to trafficking cases; establish an independent national anti-trafficking rapporteur to produce critical assessments on the Government of Germany's anti-trafficking efforts; revise Section 233 to ensure that the proof required under the law is not unduly restricting investigations and prosecutions of labor trafficking offenses; explore reasons why many trafficking victims are not provided care through the counseling centers; standardize victim assistance measures and government-civil society cooperation across the 16 federal states, taking into account Germany's federal structure; encourage victims to take advantage of financial restitution procedures available to them in court; increase asset seizure in trafficking cases; strengthen awareness campaigns targeting beneficiaries of forced labor and clients of the sex trade, particularly in the most frequented red light districts; ensure the prosecution of German offenders of child sex tourism; provide more consistent and stable funding of victim assistance at the state level; consider creating a mechanism to coordinate German efforts to address forced labor; and ensure that reported conviction data include all convictions for trafficking in persons.

Prosecution

The Government of Germany sustained its high rate of investigating and prosecuting sex trafficking offenses during the reporting period, but struggled to investigate and prosecute labor trafficking cases and sentenced few convicted trafficking offenders to non-suspended jail terms. In 2011, the German authorities again reported that the overwhelming majority of convicted labor and sex trafficking offenders were given suspended sentences. This practice derived from a provision in the criminal code allowing the suspension of assigned prison terms of less than two years, particularly for first-time offenders. Another factor that complicates tracking of trafficking convictions in Germany is that when a trafficking charge is combined with an accompanying criminal charge that has a higher statutory sentence than the trafficking statute, the German authorities do not record the conviction as a trafficking conviction. Nevertheless, the reported statistics reveal that convicted trafficking offenders frequently avoided imprisonment, creating potential safety problems for victims of trafficking and a weakened deterrence of trafficking offenses.

Germany prohibits all forms of trafficking; sex trafficking is criminalized under Section 232 of the penal code, and forced labor is criminalized under Section 233. 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. In 2011, the last year for which statistics were available, the German state and federal authorities completed 482 sex trafficking investigations, compared with 470 in 2010. Many of these investigations were conducted in tandem with investigations for rape, violence, smuggling, narcotics violations, or other crimes. The government investigated 13 labor trafficking cases in 2011, a decrease from 24 in 2010. Sex trafficking prosecutions in Germany have declined over the past three years. German authorities prosecuted 139 defendants for sex trafficking in 2011, compared with 172 in 2010. The rate of successful prosecutions improved, however, as 117 offenders (84 percent) were convicted in 2011, compared with 115 (66 percent) convicted in 2010. Courts continued to suspend sentences in the majority of cases recorded as trafficking; of the 117 offenders convicted, only 28 were actually imprisoned, receiving sentences between two and 10 years in prison. German authorities prosecuted nine alleged labor trafficking offenders in 2011, a decrease from the 17 prosecuted in 2010. Four of these offenders were convicted, but none received prison sentences. Government officials and NGOs report that Section 233 on labor trafficking was unduly restrictive and difficult to apply in practice. Experts also cited

lack of law enforcement officials' awareness that men could be victims of trafficking as an impediment to obtaining successful prosecutions. Officials and NGOs continued to report difficulties in prosecuting cases when victims, particularly those from Romania and Bulgaria, withdrew testimony. Whereas sex trafficking cases are frequently led by prosecutors with experience in leading victims through a difficult trial process, many labor trafficking cases were assigned to financial or economic crime sections with less experience working with human trafficking statutes or victims of violent crimes. NGOs and officials reported mixed experiences with judges; while some understood victims' trauma, others subjected victims to repeated testimonies or prejudice.

The Federal Criminal Police collaborated with several governments, including Switzerland, Bulgaria, Poland, and Nigeria, as well as with EUROPOL, 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, focusing, for example, on Nigerian trafficking victims. The Government of Germany did not investigate or prosecute government officials suspected of trafficking-related complicity during the year.

Protection

The German government improved its victim protection efforts during the reporting period, strengthening standards for the care of trafficking victims. The Federal Family Ministry funded an umbrella organization representing 39 NGOs and counseling centers in approximately 45 German cities and all of the states that provided or facilitated shelter, medical and psychological care, legal assistance, vocational support, and other services largely for adult female victims. Male victims were offered assistance, but some refused housing. Many state governments provided significant supplemental funding for the support of trafficking victims, but others reduced their financial contributions to the NGOs providing care to trafficking victims, leaving the victim assistance in those states insecure. Authorities registered 640 sex trafficking victims in 2011, compared with 610 sex trafficking victims in 2010. German counseling centers cared for approximately one-third of the victims. The government identified 32 labor trafficking victims, the majority of whom were female. In approximately half of identified trafficking cases, the first contact between police and victims resulted from police measures. The German government offered trafficking victims a reflection period of three months and NGOs confirmed that it was applied in practice. The government offered trafficking victims a specific residence title for the duration of a criminal trial conditional on cooperation with law enforcement; victims were permitted to work during the trial. Most victims of trafficking who faced personal injury or threats to life or freedom in their countries of origin were granted long-term residence permits during the reporting period. German law permits prosecutors to decline to prosecute victims of trafficking who have committed minor crimes during the course of their trafficking experience. Observers reported that, though prosecutors in practice exercise this discretion, victims may have been penalized or deported on occasion before their legal status as victims of trafficking had been clarified.

German authorities encouraged trafficking victims to participate in investigations and prosecutions of trafficking offenders by enabling victims to join criminal cases as joint plaintiffs, and by providing them access to civil remedies. The government-funded anti-trafficking NGO umbrella organization published an information flyer on compensation options for victims of trafficking in several key languages; a partially government-funded project supported approximately 17 legal compensation suits throughout Germany during the reporting period.

Prevention

The German government improved efforts to prevent human trafficking throughout the year, including through its increased outreach to the vulnerable community of domestic workers in diplomatic households. The government sustained funding for public awareness campaigns in Germany and abroad. The Federal Foreign Office, in cooperation with an NGO, published an updated version of an information brochure for domestic workers in diplomatic households. The government also updated its guidelines for such workers, providing new minimum wage standards, an annual in-person renewal of protocol identification, and a new model contract. The government also organized a briefing targeted for diplomats' domestic workers to educate them on their rights in Germany.

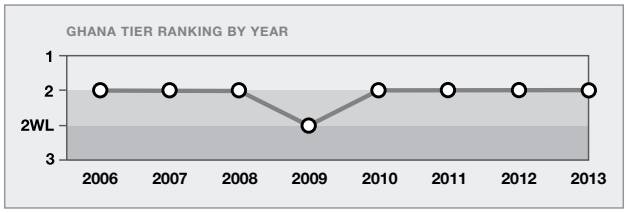
Government officials observed that, overall, labor trafficking has not been as highly prioritized in Germany as sex trafficking. To address this gap, a labor alliance launched a project, funded in part by the Federal Labor Ministry. The project conducted research, awareness raising, and victim identification training on labor trafficking. The Federal-State Interagency Working Group on Trafficking in Persons, led by the family ministry, reviewed counter-trafficking issues, disseminated best practices, and provided input to new laws and directives. The working group collaborated with a variety of coordination bodies at the state government and local levels; not all of these local coordination agreements formally included labor trafficking. The German Federal Criminal Police continued to promote transparent self-reporting by publishing an annual report on trafficking in persons in Germany, describing law enforcement efforts, victims, trends, and challenges. German authorities collaborated with other European countries to raise awareness on child sex tourism and participated in awareness events against child sex tourism, but there were no reports that any criminal cases involving German offenders were prosecuted during the reporting period. The German government trained military personnel to recognize and prevent trafficking in persons prior to their deployment abroad on international peacekeeping missions.

GHANA (Tier 2)

Ghana is a country of origin, transit, and destination 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 conditions of forced labor within the country in fishing, domestic service, street hawking, begging, portering, artisanal gold mining, and agriculture. Ghanaian girls, and to a lesser extent boys, are subjected to prostitution within Ghana. Child prostitution, and possibly child sex tourism, are prevalent in the Volta region and are growing in the oil-producing Western regions. Ghanaian women and children are recruited and transported to Nigeria, Cote d'Ivoire, Burkina

Faso, The Gambia, South Africa, Israel, Syria, Lebanon, the United Arab Emirates, Saudi Arabia, Kuwait, Russia, France, the United Kingdom, Germany, and the United States for forced labor and forced prostitution. Women and girls voluntarily migrating from China, Nigeria, Cote d'Ivoire, Burkina Faso, and Benin are subjected to commercial sexual exploitation after arriving in Ghana. Citizens from other West African countries are subjected to forced labor in Ghana in agriculture or domestic service. During the reporting period, there was an emergence of fraudulent recruitment agencies that advertised locally for jobs abroad, generally in the domestic service and retail sectors; as a result, there was an increase in the number of Ghanaian women migrating to the Middle East to work in these sectors, some of whom were subsequently forced into prostitution upon their arrival.

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. During the reporting period, the government initiated 75 investigations, conducted five prosecutions, and secured three convictions of trafficking offenders. The government also drafted a new five-year national action plan and continued to conduct information and education campaigns throughout the country. However, the government failed to provide any specialized anti-trafficking training to law enforcement officials and did not provide sufficient funding to properly maintain government-operated shelters.



Recommendations for Ghana: Increase efforts to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders; ensure the police's Anti-Human Trafficking Unit (AHTU) has adequate resources to conduct law enforcement efforts; train law enforcement personnel to proactively identify trafficking victims among vulnerable populations—such as females in prostitution and children working in agriculture—and refer them to protective services; adopt the legislative instrument to implement effectively the 2005 Human Trafficking Act; increase government funding for protective services to victims, including to the Human Trafficking Fund; ensure the maintenance of government-operated shelters; improve data collection and reporting on victims identified and assisted; reinstate quarterly meetings of the Human Trafficking Management Board and provide adequate resources to the board to implement the National Plan of Action against Trafficking; and accede to the 2000 UN TIP Protocol.

Prosecution

The government maintained anti-trafficking law enforcement efforts during the reporting period. The 2005 Human Trafficking Act—amended in 2009 to align its definition of human trafficking with that of the 2000 UN TIP Protocol—prohibits all forms of trafficking and prescribes penalties of five to 20 years' imprisonment for all trafficking crimes. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. During the reporting period, the government initiated 75 trafficking investigations and secured three convictions; this demonstrates a significant decrease from the previous reporting period, when the government initiated 91 investigations and convicted 29 traffickers. All three offenders were convicted for sex trafficking offenses; two received five-year prison sentences and one received a seven-year sentence. At the close of the reporting period, two prosecutions and 42 investigations remained pending. In October 2012, the Government of Ghana collaborated with the Government of Burkina Faso in an INTERPOL-led operation, which resulted in the rescue of 387 child trafficking victims from various West African nations subjected to forced labor in gold mines and cotton fields in Burkina Faso; the Ghanaian Police sent 16 officers to participate in the operation and assisted in 30 arrests. During November and December 2012, the government began an operation against sex trafficking in close cooperation with the Government of Nigeria's National Agency for the Prohibition of Trafficking in Persons and Other Related Matters (NAPTIP); as a result of this operation, authorities rescued 82 Nigerian and 41 Ghanaian victims and apprehended 10 Nigerian and six Ghanaian suspected trafficking offenders. As a result of these investigative efforts, five prosecutions were completed during the reporting period; one additional case is pending. The government completed the pilot phase of the Ghana Child Labor Monitoring System (GCLMS)—a database concerning forced child labor and trafficking at the community level—in 60 cocoa-producing communities across six districts; however, no arrests or prosecutions resulted from this effort. Government officials cited the need for the enactment of a legislative instrument to implement effectively the 2005 Human Trafficking Act; at the end of the reporting period this instrument was awaiting Ministerial action before moving to Parliament for approval. Officials also stated police and prosecutors lacked the training and resources to prosecute trafficking cases fully; however, neither the government nor any outside entities conducted specialized anti-trafficking training for government officials during the reporting period. The government did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses during the reporting period.

Protection

The government decreased efforts to protect victims during the year. The AHTU reported identifying 262 victims, but only referring 33 on an *ad hoc* basis to government and NGO-run facilities offering protective care. The government did not employ formal procedures to identify victims among vulnerable groups, such as women in prostitution or children at work sites. The Ghanaian Police Service maintained a 24-hour hotline for reporting crime, including trafficking; the hotline received an unknown number of trafficking-related calls during the reporting period. The Department of Social Welfare (DSW) paid for medical costs associated with caring for identified victims, while international organizations sponsored psychiatric rehabilitation and care. In partnership with an international organization, the government operated one short-term open shelter specifically for trafficking victims; this shelter was equipped to take both child and adult victims, but in practice, adults were often placed in hotels and hostels when space was not available. The DSW also maintained a multipurpose shelter for abused children, which cared for an unknown number of trafficking victims during the reporting period. If reintegration with family members

was not possible, children may have been placed in foster families with approval from the courts or a government-run orphanage; it is unknown whether this occurred in 2012. Both shelters only provided short-term care, generally limiting victims' stays to three months, although extensions were granted on a case-by-case basis. It is unknown how much funding the government dedicated to victim protection and assistance, but NGOs and government officials reported the funding was inadequate. Government officials reported that the Human Trafficking Fund, which was established by the 2005 Human Trafficking Act to finance protection efforts, lacked funds; as a result, shelters operated in sub-par conditions without the resources to make basic repairs and government officials had to use their own personal funds to assist victims. The government encouraged victims to assist in the investigation and prosecution of trafficking offenders, and provided them with protective escorts and legal counsel during trial proceedings. The government continued to offer foreign victims 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 that victims were penalized for unlawful acts committed as a direct result of being trafficked.

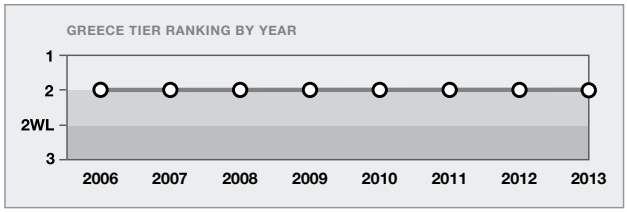
Prevention

The government sustained its anti-trafficking prevention efforts during the reporting period. The Human Trafficking Management Board (HTMB)—an entity chaired by the Minister for Women and Children's Affairs and comprised of government agencies and NGOs—only met twice during the reporting period; officials cited a lack of funding as a reason for not conducting mandated quarterly meetings. The HTMB drafted a new five-year national action plan, which addresses anti-trafficking activities for 2013 through 2018. With support from international organizations and NGOs, the government conducted anti-trafficking information and education campaigns throughout the country, including sensitization programs in the Volta Region and cocoa-producing communities. State-owned radio and television programs also aired anti-trafficking programming. The aforementioned joint operation with Nigeria's NAPTIP was driven in part by the government's attempts to reduce the demand for commercial sex acts. The government took no discernible measures to decrease the demand for forced labor, despite acknowledging the growing number of unlicensed employment agencies that are increasingly facilitating the trafficking of Ghanaian women to the Middle East. 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. Ghana is not a party to the 2000 UN TIP Protocol.

GREECE (Tier 2)

Greece is a transit, destination, and a very limited source country for women and children subjected to sex trafficking and for men, women, and children in forced labor. Women from Albania, Belarus, Bulgaria, Latvia, Lithuania, Moldova, Russia, Romania, Ukraine, Georgia, Nigeria, and some countries in Asia are subjected to sex trafficking in Greece. Victims of forced labor identified in Greece, primarily children and men, are from Albania, Bangladesh, Bulgaria, India, Moldova, Pakistan, Romania, and increasingly boys from Afghanistan. Victims are subjected to debt bondage in agriculture and construction. Hundreds of children, mainly Roma from Albania and Romania, are subjected to forced labor in Greece and made to sell goods on the street, beg, or commit petty theft. There was a reported increase in Roma children from Romania brought to Greece and forced to work. Roma from Bulgaria are increasingly brought to Greece on the promise of employment and subjected to forced begging; children are subjected to forced petty theft. Nigerian women are reportedly transported through the Aegean islands and through the Greek-Turkish border in Evros and instructed to file for asylum as Somalis; they are then subjected to sex trafficking in Athens and other major cities. Traffickers use voodoo curses, spiritual traditions, and threats against family to coerce Nigerian women into exploitation. Traffickers transport victims through Greece for forced labor and sex trafficking in Italy and other EU countries. Small numbers of Greek citizens are identified as victims of trafficking within the country. Asylum seekers from Bangladesh, India, and Pakistan were vulnerable to debt bondage imposed by smugglers and trafficking offenders. Restaurants, nightclubs, yacht rental companies, and other small businesses serve as money laundering fronts for small cells of criminal trafficking networks.

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 more trafficking offenders compared to the previous reporting period and made efforts to train police and the judiciary on human trafficking issues during the year. While a lack of proactive investigations continued, there was strong collaboration between NGOs and anti-trafficking police on identified cases of trafficking and formal agreements enabled police to place victims in NGO shelters in spite of a lack of government funding for victim services. There was a continued need for long-term care for victims of trafficking and shelter for male victims. The government did not investigate or prosecute any public officials for alleged complicity in human trafficking offenses, even though there were allegations of low-level police involvement in trafficking.



Recommendations for Greece: Vigorously prosecute trafficking offenders, including officials alleged to be complicit in trafficking; continue to provide training and opportunities for knowledge sharing within the judiciary to ensure trafficking offenders are not prosecuted for lesser crimes with lenient penalties; enhance witness protection for victims and encourage their participation in investigations and prosecutions; improve screening for trafficking among asylum seekers, women in prostitution, and other vulnerable populations; ensure victims of trafficking are transferred out of detention to appropriate shelter and protection; increase the number of official certifications issued to identified victims of trafficking; encourage sustainable funding for anti-trafficking NGOs; reduce barriers to victims' pursuit of

restitution or compensation; ensure access to assistance and shelter for male victims of trafficking and labor trafficking victims; ensure all victims are effectively afforded a reflection period in which to recover before deciding whether to cooperate with law enforcement; and strengthen the central authority to coordinate and monitor anti-trafficking efforts through a mandate of accountability within the inter-ministerial process.

Prosecution

The government improved its law enforcement efforts in 2012, convicting an increased number of trafficking offenders and providing specialized training for the judiciary; trials, however, continued to be lengthy—with an average of five years in duration—discouraging victims' participation in criminal proceedings. 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 with fines the equivalent of approximately $14,000 to $70,000. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Labor actions and work stoppages by judges, prosecutors, and judicial officials during the reporting period exacerbated the problem of already lengthy trials, delaying efforts to hold trafficking offenders accountable. Prohibitively high court fees for victims to retain competent counsel also hampered efforts to bring cases to trial. There were reports of courts failing to provide interpretation services for trafficking cases and of weak witness protection efforts. The anti-trafficking police investigated 46 human trafficking cases in 2012, compared to 41 cases in 2011. Six investigations were for forced begging or labor. In 2012, the government prosecuted 177 defendants for human trafficking, a decrease from 220 in 2011 and 246 in 2010. Of these, 23 were prosecuted for labor trafficking. The government convicted 27 traffickers and acquitted 16, compared to 19 convictions and 14 acquittals in 2011. The resulting sentences ranged from one to 15 years' imprisonment. Courts frequently reduced charges against trafficking offenders to pimping, imposing more lenient penalties of up to five years' imprisonment and enabling traffickers to avoid jail time through payment of fines.

Police academies continued to provide anti-trafficking training, incorporating survivors' voices to promote increased sensitivity. The police maintained strong international collaboration on transnational anti-trafficking investigations and coordinated with Italy, Romania, Russia, Albania, and Bulgaria on trafficking cases. In one such case, 16 Romanians were held in forced labor picking oranges under debt bondage for their smuggling journey, having to pay rent to live in a decrepit barn and forced to buy food from the traffickers at exorbitant prices. High turnover in the anti-trafficking police unit reduced its effectiveness of investigations and NGOs reported that police did not conduct proactive investigations, although police improved efforts in responding to solid leads provided by the public. NGOs reported wide variation between judges' individual knowledge of trafficking and sensitivity in court to victims' symptoms of trauma. There were some reports of corruption among local police and vice officers, who accepted small bribes from traffickers or patronized establishments involved in human trafficking. Despite these reports, the Government of Greece did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses during the reporting period.

Protection

The government maintained very modest efforts to protect victims of trafficking during the year, despite continued austerity measures. NGOs did not receive any government funding to serve victims of trafficking. The government continued to provide services to victims of trafficking through public health services, a short-term shelter and processing center for victims of trafficking and other forms of abuse, and two long-term shelters. Thirty-four victims stayed in government shelters during the reporting period. Other shelters serving victims of trafficking were run by faith-based NGOs with support from international donors. Victims had the freedom to come and go from shelters. Some small domestic NGOs closed during the reporting period due to lack of funding. Long-term care for victims of trafficking was lacking and there was no shelter available for men. Child victims were served in the government short-term shelter, facilities for unaccompanied minors, orphanages, or in separate units of adult detention centers. Many asylum seekers, including unaccompanied child migrants, were held in substandard facilities and were not assessed for protection needs, leaving them vulnerable to human trafficking. NGOs reported police and immigration officials screened arriving migrants for potential trafficking, but the screenings were poorly implemented and lacked appropriate translation. The government identified 94 victims in 2012, of whom 25 were subjected to forced labor or begging, compared to 97 total victims identified in 2011. Only eight victims, however, received official certification allowing them access to government-provided care. Seventeen women and seven girls were served in government or NGO shelters and 22 victims received repatriation services. Victims who do not stay in shelters have access to legal services, psychological care, and basic social services. Formal agreements between NGOs and law enforcement enabled the government to transfer victims from law enforcement custody to various shelters. The government provided training on identifying victims of trafficking to border police, coast guard, and vice police. NGOs reported positive cooperation with police and the anti-trafficking unit but stressed that victim identification continues to be an area that should be improved. The government did not effectively screen women in prostitution to identify indicators of human trafficking.

The government issued new temporary residency permits to 56 foreign victims of trafficking in 2012, which afforded them the right to obtain employment in Greece—though employment opportunities were scarce. Advocates from NGOs accompanied victims to court to provide them emotional support; however, many victims were unwilling to testify due to fear of traffickers' retribution or their desire to return home before the conclusion of lengthy criminal proceedings. While victims are permitted to file civil suits against traffickers, the high costs and protracted delays involved in processing these suits deterred victims from pursuing restitution or damages. There were no reports of victims being prosecuted for acts committed as a result of their being trafficked during the year. NGOs reported that authorities temporarily placed victims of labor trafficking in jail due to lack of shelter. The government did not effectively grant victims of trafficking a reflection period, time in which to recover before deciding whether to cooperate with law enforcement, and often ordered foreign victims deported.

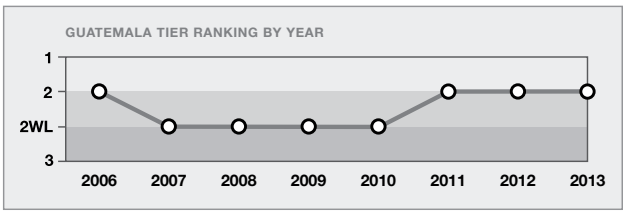
Prevention

The government maintained its prevention efforts through an anti-trafficking public awareness campaign on national television and radio stations, targeting potential victims of human trafficking. The campaign encouraged victims to seek help and informed them of their rights and available assistance regardless of victims' cooperation with authorities. The campaign also raised awareness and sensitized the public to the issue of human trafficking, and highlighted victim protection and punishment for traffickers. The government did not demonstrate efforts to reduce the demand for commercial sex acts or forced labor. Despite growing anti-immigrant sentiment, authorities distributed cards printed in multiple languages with information on how to seek help to potential victims at border checkpoints and in immigration detention centers. In cooperation with UNHCR, the government distributed a booklet in Greek and English to front-line responders with guidelines on the protection of women and girls in the asylum process who are at risk of trafficking. In cooperation with UNICEF, the government ran public awareness campaigns on child sex trafficking. The government continued to implement the national action plan against human trafficking; however, the government lacked a central coordinating mechanism to measure accountability for actions to be taken under that plan. The government did not demonstrate efforts to reduce the demand for forced labor during the reporting period.

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, as well as in Mexico, the United States, and Belize. Guatemalan men, women, and children are subjected to forced labor within the country, often in agriculture or domestic service, and particularly in the highland region and near the Mexican border. Guatemalan children are exploited in forced labor in begging and street vending, particularly in the border area with Mexico. Guatemalan men, women, and children also are found in conditions of forced labor in agriculture, the garment industry, and in domestic service in Mexico, the United States, and other countries. Indigenous Guatemalans are particularly vulnerable to human trafficking. Women and children from other Central American countries and Colombia are exploited in sex trafficking in Guatemala. Foreign child sex tourists, predominantly from Canada, the United States, and Western Europe, as well as Guatemalan men, exploit children in prostitution. Organized crime networks continue to be involved in some cases of human trafficking, and gangs recruit children to commit illicit acts, sometimes using force or coercion.

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. During the year authorities strengthened the anti-trafficking law enforcement infrastructure by creating new, dedicated police and prosecutorial units and by establishing two new specialized courts to handle trafficking cases, along with crimes against women and sexual violence. The government maintained efforts to convict sex trafficking offenders, and increased funding for NGOs that provide care services to girl sex trafficking victims. Officials' complicity in trafficking crimes, however, remained a serious and largely unaddressed problem. Efforts to prosecute and punish forced labor offenders and proactively identify forced labor victims were inadequate. Victim identification and referral efforts were uneven and largely ineffective for adult victims, and services were almost exclusively provided by NGOs to child sex trafficking victims, leaving adult victims vulnerable to re-trafficking.



Recommendations for Guatemala: Vigorously investigate and prosecute trafficking offenses, especially suspected cases of forced labor and domestic servitude, and convict and punish trafficking offenders; improve victim referral mechanisms to ensure that all identified victims, including victims of forced labor and all adult victims, are referred to appropriate services, including shelters; enhance the availability of specialized victim services throughout the country, including through increased funding of and partnerships with civil society, and ensure the security of specialized shelters; proactively investigate and prosecute public officials complicit in trafficking; develop formal guidelines for identifying trafficking victims among vulnerable populations, such as people in prostitution and indigenous workers, and ensure officials implement these guidelines; collect comprehensive data on prosecution efforts and on victim protection; and continue to train officials, including labor and health officials, on how to identify and assist trafficking victims to increase victim identification.

Prosecution

The government increased resources for specialized police and prosecutorial units during the year and continued to prosecute and convict sex trafficking offenders, but corruption remained a serious impediment to law enforcement, and efforts against forced labor were weak. The Guatemalan penal code prohibits all forms of trafficking, and prescribes penalties from eight to 18 years' imprisonment. Such penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The penal code also conflates irregular adoption with human trafficking. The government trained police officers for a greatly expanded specialized unit to handle human trafficking and other crimes, with one sub-unit for sex trafficking and another for forced labor. The government also elevated the anti-trafficking prosecutor's unit to a directorate, creating specialized units to handle sex trafficking and forced labor. In addition, authorities reported creating two new specialized courts in 2012 for crimes against women, sexual violence, and human trafficking. Anti-trafficking police and prosecutors' ability to conduct investigations on a national scale continued to be limited by a lack of funding, staffing, and awareness.

Officials did not report the number of investigations initiated during the year for forced labor or sex trafficking. There were no reports that law enforcement investigated cases of children who may have been forced by gangs to engage in illicit activities as human trafficking. Authorities reported

prosecuting at least 23 new sex trafficking cases during the reporting period and convicted seven sex trafficking offenders using the anti-trafficking law; sentences ranged up to 10 years' imprisonment, plus fines. In comparison, during the previous year, the Guatemalan government reported convicting five sex trafficking offenders. There were no reported prosecutions or convictions involving forced labor offenses during this and the previous reporting periods.

Official complicity remained a serious impediment to law enforcement efforts, but authorities did not report efforts to prosecute or convict and punish any public officials for alleged complicity in human trafficking. Two mayors were under investigation for being clients of a sex trafficking network, though they had not been stripped of their immunity, which prevented their arrest. Some judges reportedly dismissed trafficking cases or acquitted trafficking offenders due to a lack of understanding of the crime or complicity with trafficking offenders. Credible reports from international organizations, NGOs, and several government officials continued to indicate that corrupt public officials impeded anti-trafficking law enforcement efforts and facilitated trafficking activity by accepting or extorting bribes, falsifying identity documents, sharing information about impending police raids to suspected traffickers, and ignoring trafficking activity in commercial sex sites. During the year one judge in a specialized court for crimes against women refused to listen to evidence against an accused trafficking offender and proceeded to release the suspect. It was widely speculated that this was due to the accused trafficking offender's relationship with a prominent member of the Guatemalan bar association. Separately, a request to move a trafficking prosecution to a high-impact court in the capital—because of the high-profile nature of the sex trafficking ring's clients—was denied, allegedly because one of the accused trafficking offenders' defense attorney is the son of a supreme court magistrate.

Guatemalan authorities held training sessions aimed at educating and building capacity among judges, police, prosecutors, immigration officers, and other government officials, and reported training almost half of the judges in the country on trafficking. Most training efforts were conducted in partnership with civil society and with funds from foreign governments or international organizations.

Protection

During the year, government efforts to protect trafficking victims remained inadequate and, due to officials' weak implementation of victim referral protocols, the government-run shelter for adult trafficking victims remained severely underused. NGOs continued to provide specialized services for female sex trafficking victims and authorities increased funding for two NGOs, but services remained inadequate for many victims, particularly outside of the capital. While authorities reported that they had standard operating procedures on how to assist sex trafficking victims, it appeared this protocol was rarely employed, and there were no procedures for identifying forced labor victims among vulnerable populations. Most NGOs remained critical of the government's ability to identify and refer trafficking victims effectively, particularly among detained migrants, and authorities did not maintain comprehensive victim statistics. Trafficking prosecutors reported identifying 41 girls, 14 boys, and 72 women for a total of 127 potential trafficking victims during the year. Authorities reported referring all child victims to NGO-operated shelters, and one of these shelters assisted 85 sex trafficking victims. The government provided two NGOs with total funding equivalent to approximately $660,000 during the year, some of which was used to provide services to trafficking victims; this represents an increase in funding from the previous year. The absence of an effective identification and referral mechanism impeded adult victims' access to specialized services, and it was unclear how many of the adult victims identified by authorities were referred to or received services. During the year, only five adult victims stayed in the government-operated shelter, which has a capacity to care for 20 victims at a time. Authorities considered ceasing operation of this shelter due to low victim referral numbers and security concerns, and while it remained open, it was profoundly underutilized. During the year authorities also ended a program to provide services to victims of trafficking and sexual abuse, which was found to have been ineffective. The government facilitated but did not fund the repatriation of Guatemalan trafficking victims exploited abroad.

Although Guatemalan authorities encouraged victims to assist with the investigation and prosecution of trafficking offenders and, many did so during the year in large part due to legal and psychological support from NGOs, many other victims did not file complaints due to fear of violence or reprisals, lack of faith in the judicial system, and the limitations of the government's witness protection program. Guatemalan law allowed for victim testimony *via* video. Guatemalan law prohibited detaining, fining, or otherwise penalizing identified victims for unlawful acts committed as a direct result of being subjected to human trafficking. NGOs reported, however, that some foreign victims in Guatemala did not have their victim status recognized by Guatemalan authorities before being deported as undocumented foreigners. Guatemalan law provided legal alternatives to removal of foreign victims who may face hardship or retribution upon repatriation.

Prevention

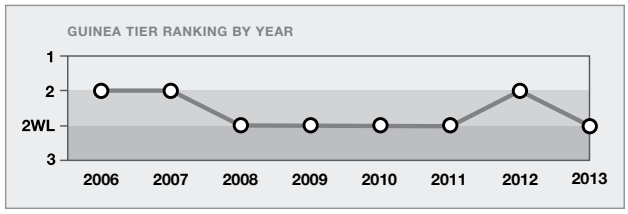
The Government of Guatemala maintained prevention efforts in 2012. The Secretariat Against Sexual Violence, Exploitation, and Trafficking in Persons (SVET) was responsible for coordinating government efforts through the interagency commission. NGOs and some officials reported that this commission was not effective—meeting three to four times in 2012, despite being mandated to meet monthly—and that interagency coordination was uneven, particularly at the local level. With international funds, SVET conducted public awareness activities and made steps to establish a monitoring and statistics unit. There were continued reports of child sex tourism and SVET organized a workshop on the issue with the national tourism institute and civil society. As in previous years, however, there were no reported prosecutions or convictions of child sex tourists. Authorities provided training on human trafficking to Guatemalan troops prior to their deployment abroad on international peacekeeping missions.

GUINEA (Tier 2 Watch List)

Guinea is a source, transit, and, to a lesser extent, a destination country for men, women, and children subjected to forced labor and sex trafficking. The majority of Guinea's identified trafficking victims are children, and incidents of trafficking are more prevalent among Guinean citizens than foreign

migrants residing in Guinea. Girls are often subjected 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 Guinean women and men are subjected to forced labor in agriculture. Children are sent to the coastal region of Boke for forced labor on farms and 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. Guinean women and girls are subjected to domestic servitude and sex trafficking in Nigeria, Cote d'Ivoire, Benin, Senegal, Greece, and Spain. Reports indicate that Chinese and Vietnamese women are subjected to forced prostitution in Guinea and some Guinean women who migrate to the Middle East and Europe are subjected to forced prostitution and domestic servitude. Children from Mauritania, Costa Rica, Cape Verde, Mali, Gabon, Senegal, and Ghana have been identified as child trafficking victims within Guinea. A small number of girls from Mali, Sierra Leone, Nigeria, Ghana, Liberia, Senegal, Burkina Faso, and Guinea-Bissau migrate to Guinea, where they are subjected to domestic servitude and likely also to commercial sexual exploitation.

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. In August 2012, the government created a new police unit with 30 officers focused solely on the fight against trafficking in persons and child labor, which investigated five cases of alleged trafficking during the reporting period. Despite the creation of a 30-officer anti-trafficking police unit, the government did not demonstrate evidence of overall increasing efforts to address human trafficking over the previous year; therefore, Guinea is placed on Tier 2 Watch List. The government did not prosecute trafficking offenses or convict trafficking offenders and did not provide comprehensive data on its anti-trafficking law enforcement efforts. Additionally, the government failed to provide adequate protection to trafficking victims, and its overall prevention efforts remained weak.



Recommendations for Guinea: Increase efforts to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders; work towards gaining capacity for the criminal courts to operate; educate prosecutors on trafficking-related statutes that can be pursued through the lower courts until the criminal courts are operating; train law enforcement officials and magistrates on anti-trafficking statues in the child code and the existing penal code; increase prescribed penalties for the sex trafficking of adults; provide specialized training to border officials to recognize both adult and child trafficking victims and to refer them to protective services; investigate allegations of corruption among border officials; appoint a new president of the National Committee to Fight Against Trafficking in Persons and provide adequate resources and training to committee members; implement the 2012-2013 national action plan; develop stronger partnerships with NGOs and international organizations, where possible, care for victims and develop systemic referral practices for victim care; enhance partnership 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 of Guinea did not demonstrate sufficient anti-trafficking law enforcement efforts during the reporting period. Guinean law does not prohibit all forms of trafficking, excluding, for example, forced prostitution of adults and debt bondage, which are not criminalized. Article 337 of the 1998 penal code prohibits individuals from entering into agreements that 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. The government initiated five new trafficking investigations, but failed to prosecute or convict any trafficking offenders during the reporting period, representing a decrease compared to the significant anti-trafficking law enforcement efforts demonstrated in 2011. In August 2012, the Office for the Protection of Gender, Children, and Morals (OProGEM) within the Guinean police was restructured, creating a new unit focused solely on the fight against trafficking in persons and child labor. Thirty police officers were assigned to this unit, which purportedly conducted investigations across the country. However, the OProGEM reported that it lacks an adequate headquarters building, working vehicles, and other resources necessary to function effectively. In conjunction with IOM, the government trained 75 police and *gendarmes* on the identification and investigation of human trafficking. The Government of Guinea did not report any investigations or prosecutions of officials for alleged complicity in trafficking-related offenses during the reporting period; however, generalized corruption within border guard units and the judiciary continued to be a significant problem.

Protection

The government's protection of trafficking victims remained limited and difficult to assess during the reporting period. The government identified an unknown number of child victims of trafficking during the reporting period and no adult victims. The government failed to provide trafficking victims with direct access to legal, medical, or psychological services, and did not provide direct or in-kind support to international or local NGOs that assisted victims. However, the government continued to refer child victims to NGOs on an *ad hoc* basis and worked with NGOs to reunite victims with their families. The number of victims referred by government officials for assistance is unknown. During the reporting period, OProGEM selected a site in the Kipe neighborhood of Conakry for the construction of the first government-funded transition center for the treatment and protection of women and children who are victims of crimes, including child labor, forced labor, and sex trafficking; however, the government did not allocate funds to the construction of this facility.

Although it is legally available, the government did not provide temporary or permanent residence status to any victims from countries where they would face retribution or hardship. The child code contains provisions allowing NGOs to bring cases to court on behalf of victims, and the government reported that a victim could file a civil suit against a trafficking offender provided the victim is older than 12 years of age; however, this did not happen during the reporting period. There was no evidence that the government encouraged trafficking victims to participate in the investigation or prosecution of their traffickers during the year. It is not known whether any trafficking victims were prosecuted or otherwise punished for violations of Guinean laws.

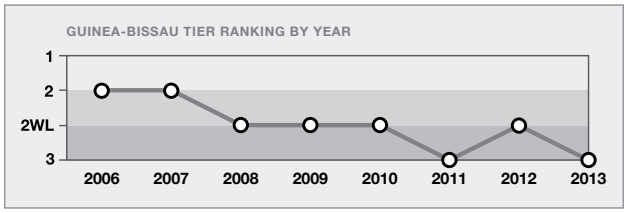
Prevention

The Government of Guinea made minimal efforts to prevent trafficking of children during the reporting period, though it failed to make any efforts to prevent adult trafficking. The National Committee to Fight Against Trafficking in Persons (CNLTP) failed to hold meetings for the majority of the reporting period, as the president of the committee passed away and the CNLTP failed to name a successor; as a result, the government did not conduct any trafficking prevention campaigns. However, it hosted its first joint National Forum on Children with the Government of Mali as part of the implementation of their bilateral accord of cooperation in the fight against child trafficking. The government also relaunched its Steering Committee for Vulnerable Children and Orphans in October 2012, which coordinates government efforts to protect vulnerable and exploited children; this steering committee had been discontinued due to political turmoil in 2008-2009. Despite Guinea's widespread child labor problem, the government did not implement any social programs to prevent children from entering exploitative work situations and, according to NGOs, labor inspectors lacked the capacity to adequately conduct child labor investigations. The government did not take steps to reduce the demand for commercial sex acts.

GUINEA-BISSAU (Tier 3)

Guinea-Bissau is a country of origin and destination for children subjected to forced labor and sex trafficking. The scope of the problem of trafficking in adults for forced labor or forced prostitution is unknown. Some unscrupulous religious teachers, known as *marabouts*, or their intermediaries, recruit boys under the pretense of offering them a Koranic education, but subsequently transport them to Senegal or, to a lesser extent, Mali or Guinea, where they are forced to beg for money. Young boys are increasingly sent to cities within Guinea-Bissau for the same purpose. The principal trafficking offenders 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. Boys reportedly were transported to southern Senegal for forced manual and agricultural labor, girls were forced into domestic service in Bissau, the capital, and both boys and girls were forced to work as street vendors in Bissau-Guinean and Senegalese cities. Bissau-Guinean girls are subjected to domestic servitude in Guinea and Senegal, while a smaller number are subjected to child prostitution in the same countries, including for exploitation by international sex tourists. During the reporting period, three Sierra Leoneans, including one adult and two children, were identified as victims of forced begging in Guinea-Bissau.

The transitional 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. In April 2012, the country underwent an unconstitutional change in government. As a result, the government's anti-trafficking efforts have stalled and it is unknown whether the new government will maintain the previous administration's commitments to combating trafficking in persons. Despite enacting an anti-trafficking law and finalizing and adopting a national action plan in 2011, the transitional government failed to demonstrate any notable anti-trafficking efforts during the reporting period. It did not take law enforcement action against suspected trafficking crimes, provide adequate protection to identified trafficking victims, conduct any tangible prevention activities in 2012, or make progress on the implementation of its national action plan.



Recommendations for Guinea-Bissau: Train law enforcement officials and magistrates to use the new anti-trafficking law to investigate and prosecute trafficking offenses; vigorously prosecute and convict trafficking offenders, including unscrupulous *marabouts* who use *talibes* for forced begging; undertake increased efforts to coordinate with NGOs to provide services to trafficking victims, including allocating increased resources to support NGO-run shelters; increase partnership and coordination with local NGOs to advance anti-trafficking efforts; convene regular meetings of the Inter-Ministerial Steering Committee on Trafficking and allocate specific funds for the implementation of the national action plan, including a public awareness campaign warning families about the dangers of trafficking.

Prosecution

The transitional government failed to demonstrate any notable law enforcement efforts during the reporting period. 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. However, neither these laws nor other existing laws were used to prosecute trafficking cases during the reporting period.

The authorities did not conduct any investigations or prosecutions of trafficking offenses during the reporting period. Guinea-Bissau's judicial system lacks sufficient human and physical capital to function properly and corruption remains pervasive. The transitional government did not provide any specialized training to law enforcement officials on investigating or prosecuting trafficking crimes. It did not

report any investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period; however, observers report that police and border guards may accept bribes from trafficking offenders and politicians refrain from addressing the issue of trafficking among religious leaders in order to avoid losing influential political support from the Muslim community.

Protection

The transitional government demonstrated overall inadequate efforts to identify and protect victims during the year, though it provided modest financial assistance to one NGO that cared for trafficking victims. It did not make systematic efforts to identify victims proactively and refer them to NGOs or international organizations for assistance. Although the transitional government did not provide any statistics on the number of victims identified during the reporting period, NGOs reported that 282 victims were identified in 2012. Of these victims, 45 victims were repatriated to Guinea-Bissau from Senegal; the Bissau-Guinean embassy in Dakar worked with the Government of Senegal to return these victims to Guinea-Bissau, though the transitional government did not provide any assistance to the victims after they arrived in the country. During the last year, the central government contributed the equivalent of approximately $10,000 to an NGO that operated two multi-purpose shelters that provided care for an unknown number of victims; these facilities were severely underfunded and understaffed. NGOs also helped three Sierra Leonean victims—one adult and two children—of forced begging return home; the transitional government was not involved in this effort. Child victims were not encouraged to assist in the investigation and prosecution of trafficking offenses. While no such prosecutions were undertaken during the reporting period, the government reported that it encouraged adult family members and neighbors to participate in legal proceedings against suspected child traffickers, although no such prosecutions were undertaken during the reporting period. There was no evidence that the transitional government detained, fined, or jailed trafficking victims for unlawful acts committed as a result of their being trafficked.

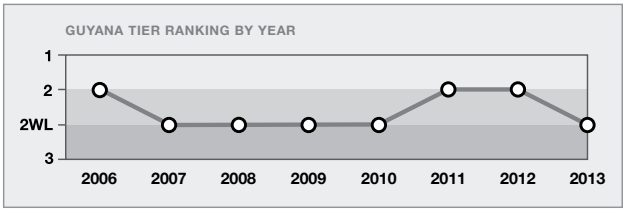
Prevention

The transitional government did not make any tangible efforts to prevent trafficking in persons during the reporting period. There is no evidence that the Inter-Ministerial Steering Committee, which coordinates the government's anti-trafficking efforts, continues to exist or that the government has taken any steps to implement that 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 equivalent of approximately $10,000 allocated to the aforementioned NGO, no additional funds were dedicated to anti-trafficking efforts in 2012. The transitional government took no discernible measures to reduce the demand for commercial sex acts or forced labor during the year.

GUYANA (Tier 2 Watch List)

Guyana is a source and destination country for men, women, and children subjected to sex trafficking and forced labor. Guyanese and foreign women and girls are subjected to forced prostitution in Guyana. Country experts express concern that exploitative child labor practices, some of which likely include human trafficking, occur within the mining industry, agriculture, and forestry sectors. Traffickers are attracted to Guyana's interior mining communities where there is limited government control. In addition, a lack of economic opportunities in more populated coastal regions of the country draws individuals, some underage, to seek employment in the interior, where they sometimes fall victim to trafficking. According to a media report in November 2012, a child was murdered while working in the mines, and reports linked his death to his attempt to collect wages due to him. Guyanese from rural, economically depressed areas are particularly vulnerable to trafficking in mining areas and urban centers. Indonesian workers were subjected to forced labor on several Guyanese-flagged fishing boats off of the coast of Trinidad and Tobago during the reporting period. There is additional concern that Venezuelan and Brazilian women in prostitution are vulnerable to trafficking in Guyana. Guyanese nationals have been subjected to human trafficking in other countries in the Caribbean region.

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, such as the identification and assistance of some trafficking victims, the government failed to demonstrate evidence of increasing efforts to hold trafficking offenders accountable with jail time over the previous reporting period; therefore, Guyana is placed on Tier 2 Watch List. While there have been some efforts to protect victims, the lack of punishment for trafficking offenders creates an enabling environment for continued human trafficking. The government did not provide evidence that it followed through with prosecution for high-profile suspected child trafficking cases reported in the media.



Recommendations for Guyana: Boost efforts to hold trafficking offenders accountable by vigorously and appropriately investigating and prosecuting forced prostitution and forced labor; in partnership with NGOs, develop standard operating procedures to guide and encourage frontline officials, including police, health, immigration, labor, mining, and forestry personnel in the identification and protection of victims of forced labor and forced prostitution, ensuring that victims are not punished for crimes committed as a result of being subjected to human trafficking; offer protection and assistance for victims near mining communities; investigate and hold accountable the perpetrators of forced labor on Guyanese-flagged vessels; and foster a climate of open dialogue on trafficking and encouraging people to come forward to authorities on potential cases.

Prosecution

The government made no discernible progress in holding human trafficking offenders in Guyana accountable during the reporting period. 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 under Guyanese law for other serious crimes, such as rape. The government reported two new labor trafficking investigations and 16 new sex trafficking investigations during the reporting period, and reported the initiation of seven sex trafficking prosecutions. It was unclear if the one prosecution documented in the previous reporting period was included in this figure. The great majority of prosecutions initiated in other reporting periods were dismissed when the prosecutors were unable to proceed, usually because witnesses declined to testify. The government continued to investigate a particularly brutal May 2012 case involving the severe beating, rape, and disfigurement of a girl connected to a mining camp brothel. At the close of the reporting period, law enforcement and prosecutors were continuing to gather information in order to issue warrants for the arrest of suspected perpetrators and to initiate prosecution. The government reported no convictions of sex or labor trafficking offenders. The government did not report any investigations or prosecutions of government employees for complicity in trafficking-related offenses during the reporting period.

Stakeholders reported that the lack of transparent public standard operating procedures for handling trafficking cases was an obstacle to progress. The Guyana Police Force conducted training programs for police ranks stationed at regional communities of Bartica, Port Kaituma, and Lethem in November 2012. The Guyana Police Force also conducted sensitization training for students, nurses, and regional officials in January and February 2013.

Protection

The government made efforts to protect victims of trafficking during the reporting period by identifying and assisting trafficking victims, but these efforts were hindered by the lack of accountability for perpetrators of human trafficking. The government identified 19 girls, two boys, three women, and two adult men as suspected human trafficking victims during the reporting period, an increase from 13 victims identified the previous year. The government, in a positive step, listed the funding and a synopsis of support provided to suspected victims during the reporting period. Government-provided services consisted of psycho-social support, some medical care, transportation, and some assistance for the reintegration of victims. Regarding a specific inquiry regarding a case of a girl who had been severely beaten, raped, and disfigured during the reporting period, the government reported it had provided assistance such as medical care in a public hospital, initial psycho-social counseling, and assigned a case worker to the girl.

Guyana had a shelter for victims of domestic violence in the capital that reportedly also provided assistance to 10 female trafficking victims during the reporting period. The shelter received a government subsidy of the equivalent of approximately $50,000. The government did not provide specialized care for adult male victims but reported that men received similar access to care services offered to female victims. In areas outside of the capital, NGOs provided shelter and assistance to trafficking victims, often in dangerous conditions, without any funding from the government. Longer term shelter and protection was not available in Guyana, putting victims at risk of traffickers' reprisals since the government also failed to punish most trafficking offenders with incarceration.

Officials reportedly encouraged victims to participate in the prosecution of trafficking offenders; however, backlogs throughout the court system and delays increased the likelihood that victims would become discouraged and cease cooperation as witnesses in trafficking prosecutions. Stakeholders reported that there are no clear, written operating procedures to guide officials in handling human trafficking cases in coordination with NGO partners. The law protects victims from punishment for crimes committed as a result of being subjected to human trafficking and relief from deportation for foreign victims.

Prevention

The government made limited progress in preventing human trafficking during the reporting period. While the government recognizes that human trafficking occurs and affirmed its commitment to preventing and combating cases, public comments that seek to downplay the scope of Guyana's trafficking problem diminished the potential impact of trafficking awareness campaigns. During the reporting period, the Ministry of Human Services operated a hotline for trafficking victims. Officials conducted awareness and sensitization sessions that targeted several vulnerable communities as well as a trafficking awareness workshop for 40 participants. The Ministry of Human Services, funded by United Nations Development Program, also conducted a campaign in Region Nine to educate residents and visitors on the issue of human trafficking. The Region Nine outreach included setting up a booth at the popular annual Rupununi Rodeo. Officials did not report any measures to reduce the demand for commercial sex acts during the reporting period.

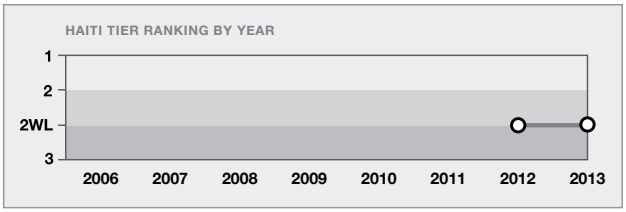
HAITI (Tier 2 Watch List)

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 the estimated 150,000-500,000 children in domestic servitude in households throughout Haiti. In addition to experiencing forced labor, these children are vulnerable to beatings, sexual assaults, and other abuses by family members in the homes in which they are residing. Dismissed and runaway children from domestic servitude make up a significant proportion of the large population of street children who end up forced into prostitution, begging, or street crime by criminal gangs in Haiti. Children working in construction and agriculture are also vulnerable to forced labor. Children in some unscrupulous private and NGO-sponsored residential care centers are at a high risk of being placed in a situation of forced labor. Women and children living in Internally Displaced Persons (IDP) camps set up as a result of the 2010 earthquake were at an increased risk of sex trafficking and forced labor. Of the estimated 1.5 million Haitians that entered the camps following the earthquake, some 357,785 remain as of March 2013. There have been documented cases of Dominican women in forced prostitution in Haiti. Haitians are exploited in forced labor in the Dominican Republic and elsewhere in the Caribbean as well as the United States. The groups most at risk of trafficking were Haitians without documentation and those from the lowest income backgrounds, especially women and

children. One Haitian government report estimated that the births of more than 10 percent of Haitians were not registered.

There have been incidents of foreigners engaged in the commercial sexual exploitation of Haitian children, including incidents of sexual exploitation and abuse reported by the UN Stabilization Mission in Haiti (MINUSTAH). There were also incidences of child sex tourism; in 2013 a U.S. citizen was convicted in the United States of engaging in child sex tourism at a residential facility in Haiti that provided shelter, food, clothing, and school tuition to Haitian children.

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, such as the identification and assistance of some children in domestic servitude, the continued lack of legislation prohibiting all forms of human trafficking that prescribes stringent penalties on par with rape, as well as a lack of formal protections for victims, remained serious problems; therefore Haiti is placed on Tier 2 Watch List. The government took some action to raise awareness about human trafficking during the reporting period, but with insufficient accountability for trafficking offenders the effectiveness of these prevention efforts was limited. The creation of an inter-ministerial group to address human trafficking and officials' stated commitment to passage and implementation of anti-trafficking legislation may lead to improved results in the future.



Recommendations for Haiti: Enact legislation prohibiting sex trafficking and all forms of forced labor, including domestic servitude, with penalties that are commensurate with those for other serious crimes, such as rape; investigate, prosecute, and convict trafficking offenders, including persons abusing domestic servants or prostituting children under 18, using available legal instruments; adopt laws or policies to guarantee victims are not punished for crimes committed as a direct result of being subjected to human 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 did not make discernible progress in prosecuting trafficking offenders during the reporting period largely because Haiti does not have a law or laws specifically prohibiting trafficking in persons. For another year, draft anti-trafficking legislation that pre-dated the 2010 earthquake remained pending in Parliament. There were some laws that could potentially have been used to prosecute some trafficking offenses, such as the Act on the Prohibition and Elimination of All Forms of Abuse, Violence, Ill-treatment or Inhumane Treatment against Children of 2003, though the government did not report any prosecutions or convictions of any trafficking offenders in Haiti under this law or any other laws during the reporting period. The Haitian government noted its use of laws against kidnapping, rape, prostitution, and other offenses to pursue investigations against traffickers and those that exploit victims. However, there were no reports that these investigations led to any convictions. Some NGOs and international organizations reported possible trafficking investigations and prosecutions, though these reports could not be verified by the government. The Brigade for the Protection of Minors (BPM), despite severely limited resources, recorded 94 cases of child trafficking and arrested and transferred 15 adults to state prosecutors, though there was no information available suggesting any of these cases made it to the prosecution stage—raising serious concerns about accountability for human trafficking in Haiti. The absence of a comprehensive anti-trafficking law also contributed to confusion regarding the differences between the crimes of human smuggling, human trafficking, and illegal adoption among elements of the Haitian government and some of its international donors. In addition to the absence of a solid law, other impediments to combating human trafficking included widespread corruption, the lack of quick responses to cases with trafficking indicators, the slow pace of the judicial branch to resolve criminal cases, and scant funding for government agencies. The government did not report any investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period. The government's capacity to provide officials with specialized trafficking awareness training, such as training on identifying and assisting trafficking victims or investigating and prosecuting human trafficking cases, was limited.

Protection

The government made limited progress in the protection of trafficking victims during the reporting period. The majority of victim services are provided by NGOs. NGOs that partner with the Ministry of Social Affairs and Labor also refer the majority of victims to the government's social welfare ministry (IBESR), which documents cases and refers them to law enforcement. The government did not systematically track data regarding trafficking victim identification. However, the BPM made progress collating data on human trafficking cases at four posts on the border with the Dominican Republic. From May 2012 to January 2013, the BPM registered 52 trafficking cases at these posts. IBESR removed a total of 95 children from situations of forced labor in 2012 and continued to close harmful residential child care centers, removing 756 children from environments where they were exposed to a high risk of human trafficking. A total of 656 of these children were reintegrated into families or foster families, while the remaining 100 stayed in IBESR transition centers awaiting sustainable reintegration options. The government did not report proactive identification or assistance for any adult victims of forced prostitution or forced labor.

The government did not provide direct or specialized services to trafficking victims; however, the government referred suspected trafficking victims to donor-funded NGOs which provided shelter, food, medical, and psychosocial support. NGOs reported that they had good working relationships with individual government officials, and the leadership of BPM and IBESR expressed commitment to helping child trafficking victims during the reporting period despite extremely limited resources—including lack of transportation to investigate cases. Due to budgetary limitations, officials sometimes used personal funds to provide food for child trafficking

victims. The government did not have formal trafficking victim protection policies to encourage victims to assist in the investigation and prosecution of trafficking offenders; the government also did not have legal protections to ensure victims were not punished for crimes committed as a direct result of being subjected to human trafficking. The government also did not have provisions to provide immigration relief for foreign victims of human trafficking facing retribution in the countries to which they would be deported.

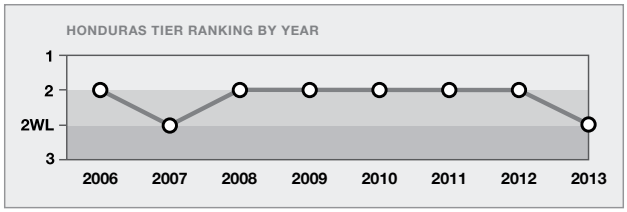
Prevention

The government made efforts to prevent human trafficking during the reporting period, but the effectiveness of these efforts were also hindered by the lack of a comprehensive law criminalizing human trafficking. In early 2013, the government created an inter-ministerial working group on human trafficking, which was chaired by the Judicial Affairs Director of the foreign affairs ministry, to coordinate all anti-trafficking executive branch initiatives. In June 2012, IBESR launched a trafficking hotline and conducted a campaign to raise public awareness about child labor, child trafficking, and child sexual abuse among other child protection concerns. An international organization subsidized the hotline's initial start-up costs; however, IBESR funded the operating costs and employed 10 workers to manage both the hotline and child protection database. During the reporting period, senior public officials and BPM and IBESR also made efforts to inform the public about child trafficking and sexual abuse. In December 2012, without government funding, Haitian child protection authorities chaired roundtables on child domestic servitude in Port-au-Prince and in the North, Artibonite, Sud, and Sud-Est departments. The government created a national commission for the elimination of the worst forms of child labor, which facilitated two workshops, launched a public awareness campaign on child labor, and highlighted the national day against *restavèk* abuse. Haitian child protection officials provided substantial assistance to a foreign government's prosecution of a child sex tourism offender who had abused children in Haiti. There were no known measures by the government taken during the reporting period to reduce the demand for commercial sex acts.

HONDURAS (Tier 2 Watch List)

Honduras is principally a source and transit country for men, women, and children subjected to sex trafficking and forced labor. Honduran women and children are often subjected to sex trafficking in urban and tourist centers such as Tegucigalpa, San Pedro Sula, and the Bay Islands. Honduran women and children are exploited in sex trafficking in other countries in the region as well, particularly Mexico, Guatemala, El Salvador, and the United States. To a lesser extent, women and girls from neighboring countries are exploited in sex trafficking in Honduras. NGOs reported an increase in victims from the lesbian, gay, bi-sexual, and transgender (LGBT) community. There continue to be reports of rural families "leasing out" their children, who are then exploited in forced labor, including forced begging and commercial sexual exploitation, in urban areas. NGOs report incidents of forced labor in Honduras in agriculture and domestic service. Honduran men, women, and children are also subjected to forced labor in other countries, particularly in Guatemala, Mexico, and the United States. During the year, a large number of indigenous Miskito men and boys from Honduras were found on a fishing vessel in Jamaican waters, and 21 of these boys were identified as potential trafficking victims by Jamaican authorities. NGOs continue to report that young males in urban areas were coerced and threatened by gang members to transport drugs or to be hit men. In addition to anecdotal reports of trafficking incidents in the Bay Islands, Honduran authorities have identified child sex tourists in La Ceiba, San Pedro Sula, and Siguatepeque.

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. Despite these measures, such as some law enforcement efforts against child sex trafficking offenders and, for the first time funding an NGO providing services to trafficking victims, the government did not increase its overall efforts to address human trafficking since the previous reporting period. Therefore, Honduras is placed on Tier 2 Watch List. The government did not demonstrate progress in investigating or prosecuting forced labor or the forced prostitution of adults. The government continued to rely on civil society organizations to provide the vast majority of shelter and services to victims. Authorities did not report providing services to repatriated children identified as potential victims by a foreign government.



Recommendations for Honduras: Increase efforts to prosecute all forms of trafficking, including forced labor crimes and forced prostitution of adult victims, and increase the number of trafficking offenders convicted and sentenced; ensure that specialized services and shelter are available to all victims of trafficking through dedicated funding, either of government entities or civil society organizations; develop and implement formal procedures for identifying victims among vulnerable populations and referring them to service providers; increase the number of adult victims identified and assisted, including repatriated Honduran victims; increase resources and staff for the dedicated police and prosecutorial units; improve data collection on anti-trafficking efforts; and enhance government planning and coordination mechanisms, in part through funding the interagency commission.

Prosecution

The Government of Honduras maintained limited law enforcement efforts against child sex trafficking offenders, but held no offenders criminally accountable for the forced labor or forced prostitution of adults. The Honduran anti-trafficking law, passed in April 2012, prohibits all forms of trafficking, prescribing penalties ranging from 10 to 15 years' imprisonment, which are sufficiently stringent punishments and commensurate with those prescribed for other serious crimes, such as rape. However, this law also conflates crimes that are distinct from human trafficking, such as illegal adoption, with human trafficking. The government maintained a law enforcement unit dedicated to investigating human trafficking and human smuggling crimes based in the capital. The office of the special prosecutor for children handled all trafficking cases

in the capital as well as all crimes against children, with only two prosecutors and four research analysts. Under-resourced local prosecutors were responsible for all other cases. NGOs reported that the government did not provide adequate funding or staff for anti-trafficking police or prosecutors and that law enforcement had a limited ability to investigate trafficking cases outside of the capital. NGOs noted that the criminal justice system often re-victimized child victims. Most trafficking offenders were prosecuted under non-trafficking statutes that prescribe lower penalties, such as those prohibiting pimping.

Data collection on trafficking efforts was uneven. Authorities reported opening 47 trafficking investigations in 2012 and prosecuting and convicting three child sex trafficking offenders under statutes prohibiting commercial sexual exploitation of children. The convicted offenders received sentences ranging from six to 19 years' imprisonment, plus fines. In comparison, authorities reported prosecuting and convicting six child sex trafficking offenders during the previous year. There were no reported convictions involving the forced labor or sex trafficking of adults, and law enforcement efforts focused almost exclusively on child sex trafficking. There were no reports that law enforcement investigated, as human trafficking, cases of children who may have been forced by gangs to engage in illicit activities. Civil society reported that corruption hampered labor inspections, impeding detection of possible forced labor cases. The government did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses during the reporting period. NGOs and international organizations continued to deliver most of the anti-trafficking training available to government officials, and some officials lamented the lack of government-sponsored training for government officials on this subject.

Protection

The Honduran government provided limited funds to one NGO to provide services to vulnerable children. Overall government efforts to identify, refer, and assist trafficking victims were inadequate and almost entirely dependent on civil society organizations. Honduran authorities continued to lack systematic procedures to identify trafficking victims among vulnerable populations, such as people in prostitution or working children. During the year, however, immigration officials received a training manual developed by an NGO on victim identification. Authorities reported identifying 26 trafficking victims in 2012 and referring all of these victims to NGOs. The government did not operate dedicated shelters or services for trafficking victims, and most services were provided by NGOs without funding from the government. The government gave the equivalent of approximately $45,000 to one NGO that provides services to vulnerable children and that runs the country's only specialized shelter for girl victims of commercial sexual exploitation. Although the government could offer child victims limited medical and psychological assistance at three government shelters for at-risk children, officials did not record the number of child trafficking victims who received such services. International organizations reported that these centers did not exist in most of the country, and where they did they were substandard. NGOs have provided services to adult victims of trafficking in Honduras, including repatriated Honduran victims, although government funding of services for adult victims was practically nonexistent. Authorities did not report screening or providing services to the aforementioned Miskito boys repatriated from Jamaica, despite their having been identified as potential victims by Jamaican authorities. The only government-provided shelter accessible to adult male victims was the migrant detention center, which is not appropriate for victims of trafficking.

The government encouraged victims to assist in the investigation and prosecution of trafficking offenders, and some did so during the reporting period. Some trafficking victims, however, declined to cooperate or chose not to report their exploitation, given their distrust of the police and the judicial system and because government protection for victims and witnesses was inadequate. There were no reports of identified victims being penalized for unlawful acts committed as a result of their being subjected to human trafficking. The government could provide foreign victims with a temporary residency status, but reported that no foreign victims applied for this status during the year.

Prevention

The government maintained limited prevention efforts over the year. The overburdened office of the special prosecutor for children coordinated the interagency commission on child trafficking and commercial sexual exploitation, which is composed of government agencies, NGOs, and international organizations. Although legally required to do so, the government did not fund the interagency commission. The government continued partnerships with civil society organizations on awareness efforts, the vast majority of which focused on child sex trafficking. The government maintained a national hotline for trafficking victims to obtain information and assistance; the hotline was administered by the anti-trafficking police unit, and NGOs considered it ineffective. The government reported no investigations, prosecutions, or convictions of child sex tourists during the year. The government did not report efforts to reduce the demand for forced labor or commercial sex acts during the year.

HONG KONG (Tier 2)

The Hong Kong Special Administrative Region (HKSAR) of the People's Republic of China is a destination and transit territory for men, women, and teenage girls from mainland China, Colombia, the Philippines, Indonesia, Thailand, Vietnam, Nepal, Cambodia, and elsewhere in Southeast Asia, subjected to sex trafficking and forced labor. Some migrants are lured to Hong Kong by criminal syndicates or acquaintances with promises of financial rewards and are deceived about the nature of prospective work. Upon arrival in Hong Kong, some of these migrants are forced into prostitution to repay money owed for their passage to Hong Kong. According to an NGO and press reports, some victims of sex trafficking have been psychologically coerced into prostitution by trafficking offenders who threaten to reveal photos or recordings of the victims' sexual encounters. Boys and girls are found in prostitution under the phenomenon of "compensated dating." Some foreign domestic workers in the territory, particularly those from Indonesia and the Philippines, face notable indebtedness assumed in their home countries as part of the terms of job placement, which have the potential to lead to situations of debt bondage. Foreign domestic workers from the Philippines and Indonesia are generally charged the equivalent of approximately $1,950 and $2,725, respectively, by recruiters in their home countries, debts which may comprise more than 80 percent of workers' salaries for the first seven to eight months of employment. During that period, some

workers may be unwilling to report abusive employers for fear of losing their jobs. Several of Hong Kong's domestic worker employment agencies have charged fees in excess of Hong Kong law and illegally withheld passports, employment contracts, and bank debit cards of domestic workers until their debt has been paid—factors that could facilitate labor trafficking in the territory.

Hong Kong authorities do not fully comply with the minimum standards for the elimination of trafficking; however, they are making significant efforts to do so. The authorities made modest progress over previous years in law enforcement efforts against sex trafficking, but secured no forced labor convictions. Authorities' anti-trafficking efforts were limited because of insufficient laws that do not prohibit all forms of trafficking, unequal application of formal victim identification procedures, and lack of provisions that protect victims of trafficking.

Recommendations for Hong Kong: Enact a comprehensive anti-trafficking law that prohibits all forms of trafficking and defines terms according to established international standards as set forth in the 2000 UN TIP Protocol; ensure adequate procedures are in place to guide officials in proactively identifying forced labor and sex trafficking victims among vulnerable populations and referring them to available services; grant victims permission to work and study while participating in trafficking investigations and prosecutions; develop a national action plan to commit resources and develop a clear, overarching strategy to combat trafficking; continue to publicize the availability of these protective service resources among vulnerable populations, such as foreign domestic workers; educate law enforcement, judges, authority officials, and the public on trafficking definitions in line with established international standards; and accede to the 2000 UN TIP Protocol.

Prosecution

Hong Kong authorities made modest progress in their anti-trafficking law enforcement efforts during the reporting period. Anti-trafficking law enforcement efforts were hindered as authorities continued to define trafficking as the movement of people for prostitution and Hong Kong law continued to lack specific criminal prohibition of forced labor. Inconsistent with international norms as detailed in the 2000 UN TIP Protocol's definition of human trafficking, Section 129 of the Crimes Ordinance, which prohibits "trafficking in persons to or from Hong Kong," requires an element of transnationality in the offense and focuses on movement of persons into or out of Hong Kong for prostitution regardless of whether force, fraud, or coercion has been used. Section 129's prescribed penalty of 10 years' imprisonment is sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Other sections of Hong Kong's Immigration Ordinance, Crimes Ordinance, and Employment Ordinance were also used to prosecute trafficking offenses. During this reporting period, Hong Kong authorities were in the process of prosecuting three cases under Section 129. Ten offenders were convicted under Crimes Ordinance Section 130, which prohibits forced or organized prostitution, for trafficking-related offenses, compared to six convictions last year. Six of the offenders received an average of six months' imprisonment, while the other four received probation or community service orders, which might suggest that forced prostitution is not treated as a serious crime. No conviction for forced labor was reported. The authorities did not report conducting any trafficking-related law enforcement training. Hong Kong authorities did not report any investigations, arrests, prosecutions, or convictions of government officials complicit in trafficking offenses.

Protection

Hong Kong authorities continued their efforts to protect trafficking victims during the reporting period. Authorities identified seven sex trafficking victims; three were referred to care facilities and one was assisted by the victim's consulate. In November 2012, Hong Kong authorities met with representatives from a coalition of service providers for ethnic minorities to exchange information. Despite NGOs' reports of labor trafficking cases that occurred during the reporting period, the authorities did not identify any labor trafficking victims. Law enforcement and social services officials reportedly followed systematic procedures in identifying the full range of potential trafficking victims, particularly among high-risk populations such as foreigners arrested for prostitution or immigration violations. In 2012, the anti-trafficking working group updated the police's victim identification procedure to enhance the ability of frontline officers to identify and offer protection to trafficking victims. However, these procedures did not seem to be effectively employed, as no trafficking victims were identified among the 551 mainland Chinese, Thai, Filipina, and Colombian women arrested by Hong Kong Police for immigration violations as the result of 5,900 anti-prostitution actions. Similarly, no trafficking victims were reported identified among the 2,681 persons similarly apprehended by the Immigration and Labor Departments. Authorities subsidized six NGO-run shelters and three government-owned and operated shelters that serve victims of abuse, violence, exploitation, and trafficking. Three trafficking victims were provided temporary free accommodation, counseling, and access to hospital services. Authorities claimed to have encouraged trafficking victims to participate in the investigation and prosecution of trafficking offenders, though they did not permit victims to work while remaining in Hong Kong to participate in trials. Hong Kong does not specifically allow for permanent residency status for cases in which repatriation may constitute a risk of hardship or retribution. In 2012, the Immigration Department issued 4,500 visa extensions to former foreign domestic workers during legal proceedings in Hong Kong, but it is unclear how many of these legal proceedings involved labor exploitation.

Prevention

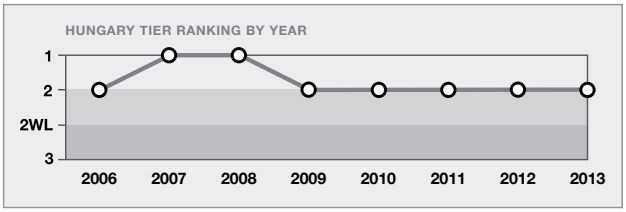
Hong Kong authorities sustained previous efforts to prevent trafficking in persons during the reporting period, distributing anti-trafficking pamphlets in six different languages and information packets for foreign domestic workers in eight different languages discussing ways to prevent and report human trafficking. Authorities also provided new foreign domestic workers arriving at the airport with information on their rights in multiple languages. The Labor Department

conducted 958 inspections of foreign domestic worker employment agencies and revoked the licenses of two employment agencies that overcharged foreign domestic workers and committed fraud. Hong Kong authorities reported no efforts to prevent or combat child sex tourism of Hong Kong nationals in foreign countries. Hong Kong is not a party to the 2000 UN TIP Protocol.

HUNGARY (Tier 2)

Hungary is a source, transit, and destination country for women and girls subjected to sex trafficking and forced labor. Hungarian women and children are subjected to sex trafficking within the country and in the Netherlands, Switzerland, the United Kingdom (UK), Denmark, Germany, Austria, Italy, Norway, Spain, Ireland, Belgium, Greece, and the United States. Men and women from Hungary are subjected to conditions of forced labor in the UK, Spain, Canada, the Netherlands, and the United States, as well as in agricultural and construction sectors in Hungary. Authorities reported increased detection of forced labor during the year. Sex trafficking victims in Hungary are subjected to exploitation in street prostitution and in brothels disguised as bars or massage parlors, as well as in private apartments or homes. Victims are usually housed in apartments owned by the traffickers or on outbuildings on their property. Experts report that traffickers recruited Roma and other girls from Hungarian orphanages for sex trafficking within the country. Roma women and children are disproportionately represented among trafficking victims in the country.

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. During the year, the government increased its conviction rate for trafficking offenders but remained hampered by a legal system that requires proof of buying and selling of the victim. In 2012, the government amended general victim assistance legislation to ensure that trafficking victims received support, including access to shelter, regardless of their participation in a criminal case. Also in 2012, the government issued a decree introducing a formalized national-level victim identification protocol. During the reporting period, the government increased shelter capacity by providing funding to an additional NGO. Overall, however, the government continued to offer limited assistance to trafficking victims. NGOs continued to report that some victims who refused to testify against their traffickers were vulnerable to being charged and detained by police for committing a crime against sexual morals. Experts reported that the Hungarian government did not proactively address trafficking occurring within the country, and officials continued to treat children in prostitution as perpetrators—as opposed to victims of trafficking. Serious misunderstandings of child sex trafficking continued to hamper the government's ability to effectively address Hungary's trafficking problem.



Recommendations for Hungary: Continue to further expand shelter capacity in Hungary and ensure consistent funding for NGOs providing victim care; bolster protection for trafficking victims who face serious harm and retribution from their traffickers, including by developing longer-term care options to improve their reintegration in Hungary; provide specialized training for social workers to facilitate reintegration assistance for these victims; expand jurisdiction of the specialized anti-trafficking police unit to investigate local, domestic cases of trafficking without an international link; develop stand-alone procedures based on the new identification degree for authorities to increase detection of trafficking victims exploited within Hungary, including among Roma and local children in prostitution; issue guidance for local police to ensure children in prostitution are not treated as offenders and punished for unlawful acts committed as a direct result of being trafficked; take steps to increase incentives for victims' voluntary cooperation with law enforcement; ensure that the Hungarian anti-trafficking law is fully harmonized with the definition of trafficking under the EU Directive 2011/36/EU by more precisely defining exploitation (including child prostitution, forced prostitution, forced labor, begging, and the exploitation of criminal activities), by ensuring that buying and selling and the transactional basis for trafficking is not required, and by ensuring that means are required to prove an act of adult trafficking; and consider appointing specialized prosecutors and judges to litigate trafficking cases.

Prosecution

The Hungarian government made progress in its anti-trafficking law enforcement efforts in 2012. During the year, authorities continued to investigate trafficking cases and increased convictions for trafficking offenders. Hungary prohibits all forms of trafficking through Sections 175/B of its current criminal code, but the law is both overbroad because it does not require coercive means to prove the basic offense of trafficking in persons, and is too narrow because the courts have interpreted it to require evidence that the victim was bought or sold. Prescribed penalties range from one to 20 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Officials recognize that the narrow judicial interpretation has created overly strict evidentiary requirements for prosecutors to prove the crime of human trafficking—specifically with regards to the transaction requirement and a Supreme Court case requires evidence of direct or recently committed violence. The new Criminal Code adopted by Parliament in June 2012 amended counter-trafficking provisions, effective July 1, 2013. The new regulations introduced an explicit offence for forced labor and raised the maximum sentences for aggravated trafficking acts. However, the new law fails to fully comport with the definition of human trafficking in the EU Directive 2011/36/EU by including the necessary elements of exploitation, such as forced prostitution, child prostitution, or begging. In 2012, police investigated the same number of trafficking cases as in 2011, initiating 18 new investigations. The number of prosecutions, however, declined from 29 cases in 2011 to 12 cases in 2012. Courts convicted 18 trafficking offenders in six trafficking cases in 2012, a significant increase from eight convicted offenders in 2011. In November 2012, a court sentenced two convicted offenders, respectively, to two years' imprisonment suspended for five years and an 18-month prison sentence suspended for three years for sex trafficking of a 16 year old child. Despite the young age of the victim, these convicted

offenders received no time in jail. The remaining 16 sentences ranged from one year and six months to seven years' and six months' imprisonment, in comparison to penalties from a one-year suspended sentence to nine years' imprisonment in 2011. NGOs continued to report that police often failed to investigate trafficking cases that involved Roma or other domestic victims. During the year, the government reduced the number of police investigators in the specialized anti-trafficking unit by five officers, bringing the total number to 11. This specialized unit is charged only with investigation of trafficking crimes that involve organized crime or international elements. In 2012, Hungarian authorities conducted training for 50 police officers on victim protection and identification. The Hungarian government did not report the investigation or prosecution of any public officials for alleged complicity in trafficking-related offenses during 2012. During the year, however, NGOs continued to report concerns about trafficking-related complicity, including victim testimonials indicating traffickers' connections with officials. Furthermore, a previous research report based on interviews with survivors of sex trafficking contained strong indications of government officials' complicity, including reports of officers physically abusing and humiliating trafficking victims and not taking action when victims disclosed the names of their pimps.

Protection

The Hungarian government sustained its efforts to protect trafficking victims in 2012. It improved its capacity to identify and protect victims by adopting a December 2012 decree on victim identification for all front-line responders, as well as enacting the September 2012 amendment to the Victim Support Act, which requires the government to provide shelter for identified trafficking victims exploited either in Hungary or abroad. Victims are eligible to receive support under this act regardless of their intention to assist law enforcement. In 2012, the government identified a total of 122 trafficking victims through its national referral mechanism (NRM), 12 of whom were identified abroad by Hungarian Consular Services. In 2012, IOM assisted in the repatriation of 20 Hungarian victims exploited abroad. Out of the 122 victims identified in 2012, the government's victim support service only reported assisting one foreign trafficking victim; a decline from 14 foreign victims in 2011. Thirty victims referred through the NRM were provided only with information services. Eighteen Hungarian trafficking victims were referred to an NGO-run shelter in 2012 for care, a decline from the 34 Hungarian victims referred in 2011. The government provided the approximate equivalent of $27,000 for the operation of this shelter in 2012, the same amount it provided to it in 2011. However, this funding level was insufficient and the NGO continued to rely on local and international donors to adequately address the specialized needs required by trafficking victims under its care. This shelter had limited capacity of space for a maximum of six victims for a renewable, six-week period; some victims were turned away from the shelter during the year due to lack of space; significantly increasing their risk of re-trafficking. In 2012, the government provided another NGO with the approximate equivalent of $105,000 to purchase and operate a second shelter exclusively for trafficking victims. Effective February 1, 2013, the new shelter can accommodate six female trafficking victims for up to a year. Victims are only permitted to leave the shelter if accompanied by a chaperone.

The government continued to criminalize and punish victims for crimes committed as a direct result of their trafficking. Experts continued to report a deep misunderstanding among Hungarian authorities of child trafficking issues, and NGOs reported authorities did not proactively identify potential trafficking victims among local children and other domestic trafficking victims in the country, instead charging them for violating prostitution laws and other offenses. Furthermore, trafficking victims in Hungary are only considered to be official victims of the crime of trafficking if they testify in court against their traffickers. If they refuse to testify, victims may be prosecuted by police for illegal prostitution, a petty offence. NGOs reported victims in Hungary faced considerable risks of retribution by their traffickers. Experts reported that Hungarian traffickers often remained in contact with victims after they left the country and continued to exert pressure on them from Hungary. The government did not provide adequate incentives for victims to voluntarily participate in the investigation and prosecution of their traffickers in 2012. Although the government had a witness protection law that could be used to protect trafficking victims, it had yet to use it to protect any trafficking victims required to testify against their traffickers. The law provided foreign victims with a 30-day reflection period and temporary residency permit, if they decided to assist law enforcement; however, no foreign victims applied for or received this temporary immigration relief in 2012. Hungarian victims could voluntarily decide whether to assist law enforcement authorities during the criminal investigation but were obliged to testify if summoned by the court.

Prevention

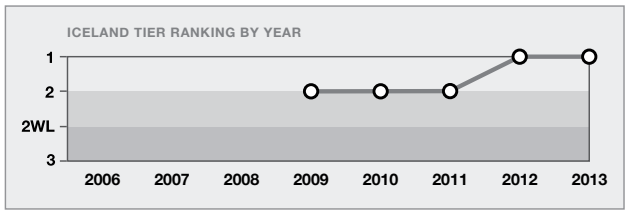
The Government of Hungary demonstrated some limited improvements in its efforts to prevent human trafficking. In August 2012, the government organized a week-long awareness-raising campaign as part of an annual youth music festival to educate young Hungarians about trafficking and screened a Dutch documentary to educate potential clients of prostitution about sex trafficking. In December, the government launched a pilot project to reach secondary school students, and conducted targeted outreach with Hungarians seeking jobs abroad to educate them about their rights to challenge poor working conditions in destination countries. NGOs reported the government did not undertake any anti-trafficking awareness campaigns targeted to internal trafficking in Hungary. Experts report that authorities in Hungary did not acknowledge the problem of human trafficking as it relates to child prostitution within the country. The government undertook only limited measures to reduce the demand for commercial sex acts during the reporting period. The government did not demonstrate transparency in systematically assessing its anti-trafficking efforts and providing reliable trafficking-related statistics in 2012, but maintained a website listing information on its anti-trafficking efforts, indicators of trafficking, and checklists for Hungarians planning on working abroad. The government provided anti-trafficking training to Hungarian troops prior to their deployment abroad on international peacekeeping missions.

ICELAND (Tier 1)

Iceland is a destination and transit country for women subjected to sex trafficking from Eastern Europe, the Baltics, Nigeria, and China. Men and women are subjected to forced labor in massage parlors and restaurants through threats

and withholding of documents. Women from Nigeria, who were coerced into prostitution in other European countries through curses and spiritual practices, sought asylum in Iceland. Authorities suspect the involvement of foreign organized crime groups in forced prostitution. Traffickers reportedly exploit the visa-free regime in the Schengen Zone to bring victims to Iceland for up to three months and then move them out of the country before the point at which they would need to register with local authorities.

The Government of Iceland fully complies with the minimum standards for the elimination of trafficking. The government enhanced support for the police taskforce on organized crime and human trafficking, and continued to develop the expertise of law enforcement to investigate trafficking offenses. The government, however, did not prosecute any trafficking offenses, perhaps reflecting the low number of victims identified, limited success in encouraging victims to cooperate with law enforcement, and lack of legal authority to conduct proactive investigations. The Icelandic government has yet to launch awareness activities to educate the public on how to identify and report possible trafficking.



Recommendations for Iceland: Vigorously investigate, prosecute, and convict trafficking offenders; formalize procedures for all officials and NGOs to identify and refer victims to care; provide specialized training on victim identification to frontline responders and officials in a position to encounter vulnerable populations; conduct public awareness activities focused on increasing identification of sex and labor trafficking victims among vulnerable populations; continue to support trust building with victims of trafficking to provide protection and to encourage their participation in the investigation and prosecution of traffickers; and train national emergency hotline operators on responding to potential trafficking cases.

Prosecution

The Government of Iceland strengthened efforts to investigate suspected trafficking offenders during the reporting period, but failed to initiate any prosecutions for trafficking offenses or obtain any convictions. Iceland prohibits both sex trafficking and forced labor under Article 227a of its criminal code, which prescribes penalties up to 12 years' of imprisonment. This penalty is sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Police initiated six human trafficking investigations during the reporting period, an increase from two investigations in 2011. However, the government did not prosecute or convict any suspected offenders. Only one trafficking victim agreed to cooperate with law enforcement during the year. Icelandic authorities conducted one ongoing transnational investigation with Norwegian law enforcement counterparts. While NGOs lauded the anti-trafficking efforts of the Sudurnes police district, which dedicated personnel to proactively identify possible trafficking victims in the area or arriving at the international airport, law enforcement reportedly was not responsive to information relayed by NGOs. Law enforcement efforts were hindered by Law Number 88/2008 that limits proactive police investigations. An investigative taskforce on organized crime and human trafficking held weekly meetings to share information on current cases, and the government provided the equivalent of approximately $400,000 in 2012 and $200,000 in 2013 to strengthen the operations of the taskforce and increase training. The Icelandic government did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses during the reporting period. It paid for police to attend multiple anti-trafficking training courses abroad in 2012. The core curriculum of the national police college continued to cover identifying and investigating trafficking cases. The Sudurnes police district hosted a seminar for police from around the country and the government trained staff at the social service centers in Reykjavik on human trafficking.

Protection

The government increased efforts to provide support and protection for victims of trafficking, though identification efforts remained insufficient. The government identified six female sex trafficking victims and one male labor trafficking victim during the reporting period, compared with a total of three victims identified in 2011; all victims identified in 2012 were referred to care. NGOs reported identifying a total of 10 victims. A lack of official statistics on the number of identified victims likely obscures the actual number of victims subjected to trafficking in Iceland. The government did not fully formalize procedures for social service workers, health officials, and labor inspectors to identify and refer victims to care. The government administered a questionnaire with care providers and multi-disciplinary partners, who expressed a desire for more training on trafficking victim identification. The government provided the approximate equivalent of approximately $83,300 in 2012 to fund the NGO operations of a long-term shelter for sex trafficking victims and women exiting prostitution, compared with the equivalent of approximately $79,100 provided in 2011. The shelter has the capacity to house six women; four stayed in the shelter during the reporting period. The government allocated the equivalent of approximately $345,700 in the 2013 state budget to the country's only domestic violence shelter that is also available to victims of trafficking and the equivalent of approximately $536,000 to the NGO that runs the long-term shelter for psychological and other services. Any potential trafficking victims coming to the domestic violence shelter were referred to the NGO that runs the long-term shelter. Victims were free to come and go from the shelters. There was no specialized shelter for male victims of trafficking, though they had access to general social services. Child protection services were responsible for unaccompanied child victims of trafficking. Victims had the right to access free medical care and legal services provided by the government, although the government did not report how many victims of trafficking, if any, utilized these services. Potential victims of trafficking without legal status in Iceland could obtain a six-month residency permit for a reflection period—time in which a victim may recover and decide whether to cooperate with law enforcement. An additional one-year renewable residency permit is available to victims of trafficking who cooperate with law enforcement or who face compelling circumstances, such as retribution or hardship in their home countries; victims with temporary residency are able to work legally

in the country. The government, however, did not issue any temporary residence permits to potential victims of trafficking during the reporting period, and one victim was left without a legal status in the country. There were no reports of victims being punished for acts committed as a direct result of their being subjected to human trafficking.

Prevention

The government did not demonstrate progress in efforts to prevent trafficking through educating the public, including potential victims, about human trafficking. The government did not conduct any anti-trafficking awareness activities in Iceland in 2012. The government continued to fund an anti-trafficking field project in another country through the OSCE, continued support to an OSCE project in collaboration with Moscow State University on human trafficking and the role of the media, expanded an existing project to combat human trafficking in Belarus, and helped to fund the Council of the Baltic Sea States' anti-trafficking taskforce. The government accomplished the majority of its goals from the 2009 to 2012 national anti-trafficking action plan; a 2013 to 2015 national action plan was pending adoption at the end of the reporting period. The government demonstrated efforts to reduce the demand for commercial sex acts and forced labor by enforcing legislation banning the purchase of sex and the operation of strip clubs.

INDIA (Tier 2)

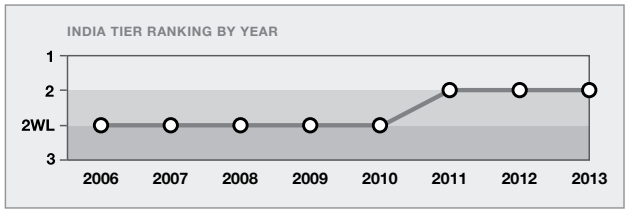
India is a source, destination, and transit country for men, women, and children subjected to forced labor and sex trafficking. Some NGOs observe that the level of human trafficking is increasing in the areas in which they work. The forced labor of an estimated 20 to 65 million citizens constitutes India's largest trafficking problem; men, women, and children in debt bondage are forced to work in industries such as brick kilns, rice mills, agriculture, and embroidery factories. A common characteristic of bonded labor is the use of physical and sexual violence as coercive means. Ninety percent of trafficking in India is internal, and those from India's most disadvantaged social strata, including the lowest castes, are most vulnerable. Trafficking between Indian states is rising due to increased mobility, rapid urbanization, and a growth in a number of industries that use forced labor such as construction, textiles, cable, biscuit factories, and floriculture. An increasing number of job placement agencies lure adults and children for sex trafficking or forced labor, including domestic servitude, under false promises of employment. Activists estimate 20 percent of domestic workers who are rescued from Delhi homes complain of sexual abuse, either by the employer or those in job placement agencies. In addition to bonded labor, children are subjected to forced labor as factory workers, domestic servants, beggars, agricultural workers, and, in some areas of rural Uttar Pradesh, as carpet weavers. Begging ringmasters sometimes maim children as a means to earn more money. Boys from Nepal and Bangladesh are subjected to forced coal mining in the state of Meghalaya. Some NGOs noted a small reduction of the forced labor of boys from Bihar, within that state. However, Indian boys from Bihar are increasingly subjected to forced labor in embroidery factories in Nepal. Some Indian females have been subjected to forced labor in Bhutan. An NGO noted that Burmese Rohingya refugees were increasingly vulnerable to human trafficking in India.

Sex trafficking of women and girls within the country is widespread. Religious pilgrimage centers and cities popular for domestic tourism continue to be vulnerable to child sex tourism. A large number of Nepali and Bangladeshi females—the majority of whom are children—and an increasing number of women and girls from Uzbekistan, Ukraine, Russia, Azerbaijan, Serbia, Kazakhstan, and Afghanistan are also subjected to sex trafficking in India. There are increasing reports of women and girls from northeastern states and Odisha being sold or coerced into forced marriages in states with low female-to-male gender ratios, including Haryana and Punjab, some of whom are subsequently forced into prostitution or labor by their new "families." Indian women and girls are also subjected to transactional sexual exploitation in the Middle East under the guise of temporary marriages. Women and girls—including those in child marriages—fleeing domestic violence from their husbands are particularly vulnerable to human trafficking. The Naxalites, or Maoist armed groups, forcibly recruited children into their ranks. Sex trafficking establishments continue to move from more traditional locations—such as brothels in densely populated urban areas—to locations that are harder to find, such as to residential areas in cities and to rural areas. Sex traffickers increasingly procure false identification documents for child victims to evade detection by police. Traffickers are increasingly better organized and adapting to state government crackdowns on well-known establishments or routes of human trafficking.

Some of the Indian migrants who willingly seek work as construction workers, domestic servants, and other low-skilled laborers in the Middle East and, to a lesser extent, Southeast Asia, the United States, Europe, Southern Africa, the Caribbean, and other regions, subsequently face conditions of forced labor. In many cases, this form of transnational debt bondage is facilitated by recruitment fraud and usurious recruitment fees charged by Indian labor brokers and manpower agencies. Indian laborers are vulnerable to forced labor in the construction and hydropower industries in Bhutan. Nationals from Bangladesh and Nepal are increasingly transported through India for forced labor and commercial sexual exploitation in the Middle East. Some Bangladeshi migrant workers are subjected to forced labor in India through recruitment fraudulent and debt bondage.

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. In April 2013, the government amended the penal code in a manner that greatly improves the country's laws, broadening the types of crimes considered to be trafficking and establishing more stringent sentences for traffickers. The Ministry of Home Affairs (MHA) continued to establish Anti-Human Trafficking Units (AHTUs), which were responsible for combining law enforcement and rehabilitation efforts. Some of these local-level units were criticized as being ineffective or only established on paper. The government provided no information on investigations or prosecutions of trafficking offenses or on convictions or punishments of trafficking offenders. In many areas, protection services provided by the government were inadequate. The complicity of some government officials in human trafficking remained a serious and unaddressed problem which impeded efforts to adequately fight the crime. A variety of sources noted the Indian central government approached human trafficking

in an uncoordinated, piecemeal fashion, it's prioritization of anti-trafficking efforts decreased over the year, and some officials' inertia and indifference impeded efforts.



Recommendations for India: Cease the penalization of victims of human trafficking; increase prosecutions and convictions of all forms of trafficking, including bonded labor, respecting due process, and report on these law enforcement efforts; prosecute officials allegedly complicit in trafficking, and convict and punish those found guilty; fully capacitate AHTUs by providing dedicated, trained staff, clarifying the role of AHTUs *vis-a-vis* other police units; encourage AHTUs to address all forms of trafficking, including forced labor of adults and children; improve protections for trafficking victims who testify against their traffickers; improve central and state government implementation of protection programs and compensation schemes to ensure that identified trafficking victims receive benefits, release certificates, and rehabilitation funds; promptly disburse government funding for anti-trafficking shelter homes and develop monitoring mechanisms to ensure quality of care; develop and implement standard operating procedures 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; and require state governments to comply with the October 2012 Supreme Court judgment on bonded labor.

Prosecution

The government's law enforcement progress in the reporting period was unknown as the government did not provide anti-trafficking data. Furthermore, official complicity remained a major and unaddressed concern. In April 2013, the government adopted the Criminal Law Amendments Act of 2013, which introduced a number of changes to the Indian Penal Code (IPC). The amended Section 370 prohibits and penalizes all forms of labor trafficking and most forms of sex trafficking, and prescribes sufficiently stringent penalties, ranging from seven years to life imprisonment which are commensurate with the penalties prescribed for other serious crimes, such as rape. The new 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 Palermo Protocol. Section 370 criminalizes government officials' involvement in human trafficking, prescribing sentences up to life 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. An expert estimated 85 percent of all prosecutions under the ITPA were against the women in prostitution rather than the traffickers. The government did not effectively enforce anti-trafficking laws, particularly labor trafficking laws such as the BLSA; and another expert asserted weak implementation of trafficking laws lead to trafficking offenders' ability to act with impunity.

The Government of India did not report comprehensive law enforcement data on human trafficking. Information publicly released as human trafficking data by the National Crimes Record Bureau actually contained aggregated data under the ITPA (which included statistics on the government's penalization of trafficking victims), and a limited number of IPC provisions which only addressed sex trafficking of girls rather than a broader range of human trafficking crimes; in addition, the data provided did not specify the number of investigations, prosecutions, and convictions. Furthermore, an expert noted that some AHTU statistics purportedly on human trafficking actually encompassed a wider range of crimes. Reports by NGOs, the media, and individual government officials noted that the government investigated many cases, but the number of prosecutions and convictions remained low, in part due to the overburdened court system. As a result of a combination of factors, including intimidation by police and traffickers, lengthy trials, and lack of knowledge of or faith in the justice system, many victims relied heavily on NGOs to assist in the pursuit of prosecutions. Some observers continued to criticize the categorization of trafficking crimes as "bailable offenses," which allowed defendants to be released on bail pending trial and in some cases resulted in the defendants absconding before trial. Prosecutions of inter-state trafficking offenses imposed financial and logistical burdens on repatriated victims who were required to return to the state in which they had been exploited to testify in trial. However, one NGO reported that victims who were exploited in New Delhi but resided elsewhere were able to use funds from victim compensation schemes to travel for testimony. Due to inadequate implementation, victims frequently had to wait a year or more to receive victim compensation funds. Furthermore, poor victim-witness protections generally discouraged victims from testifying against their alleged trafficking offenders.

Official complicity in trafficking was a serious problem that remained largely unaddressed by the government. Some corrupt law enforcement officers facilitated the movement of sex trafficking victims, protected suspected traffickers and brothel keepers 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. Corrupt politicians, police, and border security forces on both sides of the India-Bangladesh border reportedly recognized a token used by human traffickers to evade arrest if caught at the border. In a highly publicized case of sexual and physical abuse—including both sex and labor trafficking—of women and children in Apna Ghar shelter for mistreated victims in the state of Haryana, police allegedly raped some of the inmates and destroyed evidence once an investigation into the home commenced. A police officer was subsequently arrested for destruction of evidence. The Government of India did not report on investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses during the reporting period. In October 2012, the Delhi Police

Special Protection Unit for Women and Children provided notice it would begin conducting random checks of police officers' homes to inspect for hiring of children under 14 years old, but there is no information on whether this occurred. The government did not report on steps taken to investigate an Indian consular official accused of forcing a domestic worker to work for him in the United States without adequate compensation for three years and subjecting her to physical and mental abuse, as noted in the 2012 TIP Report. There was no information on the status of arrests and investigations of a border security officer, a former member of parliament, and an Indian administrative services officer—as noted in the 2011 and 2012 TIP Reports—for their involvement in human trafficking.

There was little information about the progress made by the federal anti-trafficking unit under the Central Bureau of Investigation, which was established during the previous reporting period. The government continued to implement its three-year nationwide anti-trafficking effort by disbursing funds to state governments to establish approximately 100 new Anti-Human Trafficking Units in local-level police departments during the reporting period, for a total of approximately 300 AHTUs. Some NGOs believed that units were more focused on sex trafficking and child labor rather than on other forms of trafficking, especially labor trafficking of children and adults, and some units dealt with other offenses such as kidnapping, sexual abuse, and forced marriage. An NGO reported that the quality of AHTUs, including the training of AHTU police, declined over the past year. During the reporting period, some NGOs continued to assert that AHTUs did not function because they lacked a dedicated, trained staff and because their role was not clearly defined. For example, NGOs in Andhra Pradesh noted that AHTUs in the state did not meet during the reporting period and were dysfunctional or not constituted at all, and NGOs in Assam reported that while the state did establish AHTUs in each of its 27 districts, most of them existed only on paper. However, other regions' AHTUs, including some in Mumbai and West Bengal, were active and helpful in investigation and assistance. The government funded police officers to participate in a six-month anti-trafficking course at the Indira Gandhi National Open University. Some state governments conducted training for the judiciary and police, and the Karnataka government conducted trainings on bonded labor and the implementation of the BLSA. Various state government agencies provided in-kind contributions, such as facilities, to trainings organized by NGOs and international organizations. In October 2012, the Supreme Court issued a judgment which described noncompliance by state governments of numerous prior judgments regarding the implementation of the BLSA. It directed state governments to comply with these previous judgments and to take a number of other measures to enforce the bonded labor law.

Protection

India made efforts to protect and assist trafficked victims, but the penalization of trafficking victims remained a serious concern. A 2009 MHA non-binding directive advises state government officials to use standard operating procedures (SOPs) to identify trafficking victims proactively and refer them to protection services; however, there is no information that these SOPs are in use, and the government did not provide comprehensive information on the number of trafficking victims it identified. Some NGOs reported delays in obtaining release certificates for rescued bonded laborers, which are required to certify that they were held in bondage and make them entitled to compensation under the law, and distribution of rehabilitation funds was uneven across states. An Odisha-based NGO reported that, after providing immediate relief payments with relief certificates, state government officials rarely followed up on cases or provided other legally mandated relief funds. Children in bonded labor were usually not provided release certificates.

There were numerous reports that trafficking victims—mostly children subjected to sex trafficking and forced labor—were rescued, most often in partnership between police and NGOs. Rescued victims often received limited and delayed assistance and resources from central and state governments, though NGO advocacy expedited this process for beneficiaries. Some rescued victims were denied rehabilitation services to which they were legally entitled. NGOs provided the vast majority of rehabilitation services and legal aid for trafficking victims, and advocated for victims by pursuing government officials until victim compensation was disbursed. The Government of India continued to fund the Swadhar program—which helps female victims of violence, including sex trafficking—and the Ujjwala program—which seeks to protect and rehabilitate female sex trafficking victims—generally through shelter homes. However, long delays in financing these two programs, as well as corruption in securing licenses and funds, led to the closure of many of these homes and also prevented NGOs from opening new homes. The lack of government oversight and monitoring of these care facilities led to much criticism of the Swadhar and Ujjwala programs, particularly as several cases of abuse were discovered in these and other private trafficking victim care homes in the reporting period. In one of these private shelters to which police referred vulnerable females, women and children were subjected to severe abuse, including sex trafficking, bonded labor, forced abortions, gang rape, torture, and the sale of children for unknown purposes. The government raided and closed these shelters. While there were prosecutions in the prominent Apna Ghar shelter case, there is little information on other prosecutions. Both NGO and government shelters faced financial shortages and an insufficient number of trained personnel, particularly medical and psychological counselors. A number of government shelters under these programs were overcrowded and unhygienic, offered poor food, and provided limited services. The lack of adequate security in a government-funded Ujjawala home in Hyderabad made it possible for a nine-member gang to break in and kidnap four trafficking victims; two previous kidnap attempts took place in the preceding months. Some shelters did not permit adult victims to leave, purportedly for security reasons, contrary to international principles on the protection of victims. In some cases, traffickers continued to re-recruit trafficking victims by approaching shelter managers and pretending to be family members to get the victims released to them. India does not provide care for adult male trafficking victims. NGOs report that government processes to refer identified victims to care facilities are not followed. In investigations, police sometimes treated victims as suspected criminals and subjected them to aggressive questioning. Some Indian diplomatic missions in the Middle East provided services to Indian migrant laborers, some of whom were likely victims of trafficking. The Ministry of Overseas Indian Affairs (MOIA) provided discretionary funds to Indian embassies and consulates to assist with medical care, rehabilitation, repatriation, and legal assistance to Indian citizens living in countries of the Persian Gulf, some of whom

may be trafficking victims. Some officials noted few embassies made use of these funds. The MOIA also funded and operated an Indian Workers Resource Center in Dubai, which provided legal, medical, and financial support to Indian migrant laborers and operated a 24-hour toll-free helpline for Indian workers in distress. NGOs across India agreed that victim repatriation across state lines was sometimes more difficult than across international borders due to the lack of SOPs and chains of command on trafficking issues. State and district governments responsible for the implementation of directives continued to apply them unevenly. Some state governments provided additional services geared to protect victims. For instance, from April to December 2012, the Tamil Nadu government funded programs in shelters to provide training for printing, embroidery, tailoring, and other trades. The Andhra Pradesh government provided immediate financial support to rescued trafficking victims of approximately the equivalent of $185.

There were many reports of trafficking victims being penalized for acts committed as a result of being trafficked. Section 8 of the ITPA (solicitation) and Section 294 of the IPC (obscenity in public places) were often used to prosecute and convict sex trafficking victims. Foreign victims were often detained under the Foreigners' Act for their undocumented status or for document fraud. The MHA issued a non-binding directive in May 2012 urging state governments to avoid prosecuting foreign female sex trafficking victims for undocumented migration under the Foreigners Act; however, the practice continued, and NGOs reported that police were not aware of this directive. An NGO reported cases in which trafficking victims, detained in police stations, were pressured by police to return the monetary advance provided by the trafficker to lure victims. Some child trafficking victims were charged under sections of the IPC and kept in juvenile detention centers. Some foreign nationals, particularly Bangladeshis, subjected to sex trafficking in India were detained in government aftercare homes for several years, pending their repatriation, due to poor bilateral coordination on repatriation. Following the 13th annual dialogue between the Indian and Bangladeshi home secretaries in October 2012, the Indian and Bangladeshi governments issued a joint statement agreeing to increased cooperation on a number of issues, including human trafficking.

In general, Indian cities and states performed better in protecting trafficking victims when there was a presence of strong NGOs. The government did not encourage trafficking victims to participate in investigations or prosecutions against their alleged traffickers. In most cases, NGOs assisted rescued victims in providing evidence to prosecute suspected traffickers. Foreign victims are not offered legal alternatives to their removal to countries where they may face hardship or retribution.

Prevention

The Government of India continued its efforts to prevent human trafficking. The MHA's Anti-Trafficking Cell continued bimonthly inter-ministerial meetings on trafficking, which also included participation of anti-trafficking officers from state governments. The MWCD's inter-ministerial anti-trafficking committee held routine meetings regarding the government's policy directives on trafficking. The MHA recognized certain state governments for their efforts on human trafficking. The state governments of Assam and Andhra Pradesh were each given awards of approximately the equivalent of $3,500. The MOIA continued to conduct safe emigration awareness campaigns. Some state government organized public awareness events. For instance, West Bengal organized a dance drama performed by trafficking victims.

The Ministry of Labor and Employment continued its project to prevent bonded labor in Tamil Nadu, Andhra Pradesh, and Odisha, but there was no information on the results of this project. The government made efforts to reduce the demand for commercial sex acts by prosecuting of clients of prostitution in bars, brothels, lodges, and hotels. Section 370A of the April 2013 Criminal Law Amendments Act appears to criminalize the "sexual exploitation in any manner" of trafficking victims, including those trafficked for sexual exploitation and for forced labor, with penalties ranging from a minimum sentence of three years' imprisonment (for exploiting adult victims) to five years' imprisonment (for exploiting child victims). Despite India being a source of sex tourists domestically and to South Asian, Southeast Asian, and Gulf countries, the government did not take measures to reduce the participation of its nationals in child sex tourism. There was no information on whether the Indian government provided human trafficking training to its nationals who were deployed abroad on international peacekeeping missions.

INDONESIA (Tier 2)

Indonesia is a major source country and to a much lesser extent a destination and transit country for women, children, and men who are subjected to sex trafficking and forced labor. Each of Indonesia's 33 provinces is a source and destination of trafficking, with the most significant source areas being the provinces of West Java, Central Java, East Java, West Nusa Tenggara, East Nusa Tenggara, and Banten. A significant number of Indonesian migrant workers face conditions of forced labor and debt bondage in Asia and the Middle East, particularly Saudi Arabia, the United Arab Emirates, Qatar, Taiwan, Singapore, Oman, and Hong Kong. The government estimates that there are six million Indonesians working abroad. Government officials reported there was an overall reduction in the number of workers mistreated or found vulnerable to trafficking as a result of targeted policies, such as a moratorium on permits to work abroad for domestic workers to Saudi Arabia, Kuwait, Syria, and Jordan. Malaysia and Saudi Arabia remain the leading destinations for newly departing migrant workers registered with the Indonesian government. Some 70 percent of all overseas Indonesian workers are female. Indonesian trafficking victims are found in all of the Gulf countries, Malaysia, Brunei, Taiwan, Chile, New Zealand, the Philippines, Egypt, and the United States, among others.

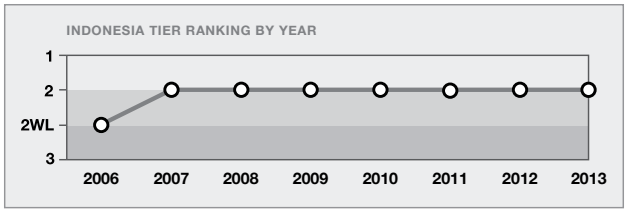
The government and NGOs reported an increase in university and high school students using social media to recruit and offer other students, including those under the age of 18, for commercial sex. Women and girls are trafficked for commercial sexual exploitation at mining operations in Maluku, Papua, and Jambi Provinces. There were reports of an increasing number of children exploited in prostitution in Batam district of the Riau Islands province and children from North Sulawesi province being exploited in prostitution in West Papua province. Some women from Uzbekistan and Colombia are subjected to forced prostitution in Indonesia.

Government and non-governmental sources continued to report an increase in the number of undocumented Indonesian

workers travelling abroad. As the government continues to expand its use of biometric travel documents, false documents are becoming more difficult and expensive to obtain. As a result, more undocumented workers are traveling by sea, primarily from Batam and the Riau Islands, and by land, from Kalimantan to Malaysia where they remain or transit to a third country. Undocumented workers are at a higher risk of becoming trafficking victims than documented workers. According to press and NGO reports, over 1,000 undocumented Burmese fishermen are stranded on the remote Indonesian island of Tual. According to IOM, labor recruiters are responsible for more than 50 percent of the Indonesian female workers who experience trafficking conditions in destination countries. Some recruiters work independently, while others work for Indonesia-based international labor recruitment companies called PJTKIs. Some PJTKIs operate similarly to trafficking rings, leading male and female workers into debt bondage and other trafficking situations. Some traffickers operate with impunity and escape punishment because of endemic corruption among law enforcement officials and the government's lack of effectiveness in upholding the rule of law. Trafficking victims often accumulate debts with labor recruiters that make victims vulnerable to debt bondage. Licensed and unlicensed companies used debt bondage, withholding of documents, and threats of violence to keep Indonesian migrants in situations of forced labor.

Indonesian women migrate to Malaysia, Taiwan, and the Middle East and are subsequently subjected to forced prostitution; there are also reports of women subjected to forced prostitution and forced labor in Indonesia. Children are trafficked internally and abroad primarily for domestic servitude and forced prostitution. Many trafficked girls work 14 to 16 hours a day at very low wages, often under perpetual debt due to pay advances given to their families by Indonesian brokers. Debt bondage is particularly pronounced among sex trafficking victims, with an initial debt of the equivalent of approximately $600 to $1,200 imposed on victims. With the accumulation of additional fees and debts, women and girls are often unable to escape this indebted servitude even after years in prostitution. Traffickers employ a variety of means to attract and control victims, including promises of well-paying jobs, debt bondage, community and family pressures, threats of violence, rape, false marriages, and confiscation of passports. Country experts reported a trend of recruitment of Indonesian migrant workers in Malaysia for Umrah, a religious pilgrimage to Mecca, Saudi Arabia continued during the year; once in Saudi Arabia, Indonesian migrants are trafficked to other places in the Middle East. Some Indonesian children are recruited into sex trafficking through social networking websites. Internal trafficking is a significant problem in Indonesia, with women and girls exploited in domestic servitude, commercial sexual exploitation, and in forced labor in rural agriculture, mining, and fishing. Many victims were originally recruited with offers of jobs in restaurants, factories, or as domestic workers before they were coerced into prostitution. Child sex tourism is prevalent in the Riau Islands bordering Singapore and is reported to occur in Bali and other locations around Indonesia.

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. During the year, the government's anti-trafficking law enforcement efforts yielded fewer prosecutions, though it undertook new efforts to improve protections for Indonesian migrants, particularly through Government Order 03/2013 on the Placement and Protection of Overseas Workers. The government did not make progress in curbing trafficking-related complicity of Indonesian security personnel and other government officials or increasing the effectiveness of law enforcement and judicial officials in upholding the country's anti-trafficking laws. The Minister for Women's Empowerment and Child Protection is the designated lead in inter-ministerial programs and activities, but a decentralized government structure exacerbates the challenges of coordinating a national strategy. Nonetheless, during the reporting period the Attorney General's Task Force on Terrorism and Transnational Crime created the first database for tracking trafficking convictions throughout Indonesia to improve the centralized collection of data on prosecutions and victim protection from local governments.



Recommendations for Indonesia: Improve the collection, analysis, and public reporting of comprehensive data on legal proceedings against traffickers taken under the 2007 law; undertake greater efforts to criminally prosecute and punish labor recruitment agencies and corporations involved in trafficking; increase efforts to prosecute and convict public officials who are involved in trafficking; undertake efforts to prosecute and punish those who obtain commercial sexual services from children; create a national protocol that clarifies roles and responsibilities for prosecuting trafficking cases when the crime occurs outside a victim's province of residence, particularly with regard to responsibilities for funding the involvement of victims as witnesses in proceedings; increase government funding to support trafficking victims' participation in legal proceedings; and increase efforts to combat trafficking through awareness-raising campaigns targeted at the public and law enforcement personnel at all levels of government in primary trafficking source regions.

Prosecution

The Indonesian government's anti-trafficking law enforcement efforts diminished in effectiveness during the reporting period. Through a comprehensive anti-trafficking law passed in 2007 and implemented in 2009, Indonesia prohibits all forms of trafficking in persons, prescribing penalties of three to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. While Indonesian National Police (INP) investigators used the 2007 law to prepare cases for prosecution, some prosecutors and judges still use other, more familiar laws to prosecute traffickers. Police and other law enforcement officials complained about the difficulty of coordinating among police, prosecutors, witnesses, and courts to obtain successful convictions.

There are two trafficking-specific data-gathering mechanisms in Indonesia: in 2012 the Attorney General's Task Force on Terrorism and Transnational Crime created the first database for tracking trafficking convictions throughout Indonesia, and statistics on prosecutions and convictions at the district and provincial levels were collected by the INP. These databases

were not interoperable. Police data indicated the initiation of 138 new trafficking investigations involving 169 suspects and the referral to local prosecutors of 86 cases, of which 61 were accepted for prosecution. The attorney general reported that from January to October 2012, 102 cases resulted in convictions under Law No. 21/2007. More than half of the 208 cases reportedly resulted in prosecutions under No. 21/2007 in 2011. One conviction in November 2012 included restitution for a victim of child sex trafficking, the second time that an Indonesian court awarded restitution to a trafficking victim. NGOs and government officials reported that endemic corruption among members of Indonesian security forces and government officials remained an impediment to increased effectiveness in anti-trafficking law enforcement efforts.

Protection

The Indonesian government continued its provision and coordination of modest and uneven efforts to protect victims of trafficking during the year. The government's Centers for Integrated Service for the Empowerment of Women and Children provided multi-purpose shelters and trauma clinics to trafficking victims through 187 centers at the provincial and district level, which increased in number by six since the previous year. The government provides limited funding to other organizations for the provision of services to trafficking victims but since 2005 has increasingly channeled support through the center. The centers also receive private funding. The national police operated approximately 306 women and child service units in police stations around the country, which provided emergency protection and medical services to victims of violence, including victims of trafficking. The government continued to rely significantly on international organizations and NGOs for the provision of services to victims, particularly for repatriated Indonesian victims of trafficking abroad. The Ministry of Health is responsible for covering the costs of health care for trafficking victims, and all Indonesian National Police hospitals across the country are obligated to provide medical care at no cost to victims, though NGOs and government officials reported that some hospital staff remained unaware of this duty or were unwilling to provide care without compensation. Although the government did not collect or report comprehensive data on victims identified throughout the country, an international NGO reported that from January to November of 2012 it identified and, jointly with the government, provided support to a total of 187 trafficking victims. Officials in Yogyakarta Special Region reported assisting one transnational trafficking victim, a student who was trafficked to Malaysia. In March 2012, the Berline Labor Court approved a settlement between a Saudi Arabian diplomat and an Indonesian domestic worker for unpaid wages and damages.

The central government largely funds provincial governments through block grants, and provinces have significant discretion in the use of these funds, including decisions on trafficking-related programs. As a result, provincial governments' funding of victim protection services varied greatly. Some provinces have not established anti-trafficking taskforces and provide only minimal funding for the protection of trafficking victims. The Ministry of Foreign Affairs (MFA) reported that it continued to train its diplomats on identifying trafficking victims. Additionally, it was reported that the MFA established 24 citizen service centers in its foreign missions. According to Indonesia's honorary consul in Trinidad and Tobago, 154 trafficked Indonesian fishermen were found stranded off the northwestern coast of Trinidad in October 2012. Indonesian officials traveled to Trinidad to interview and repatriate the rescued fisherman. The first group of fishermen was repatriated in November 2012, while the second group was repatriated in January 2013. Upon return to Indonesia the fishermen were referred to IOM for medical recovery, follow-up assistance to return to their home villages, and enrollment in a reintegration program. The INP, Attorney General's Office, Ministry of Law and Human Rights, Department of Immigration, the witness protection program, the National Commission on Women, and a number of NGOs actively cooperated in an IOM-led taskforce to revise the 2007 edition of "Guidelines for Law Enforcement and the Protection of Victims of Trafficking in Handling Trafficking in Persons Cases." The final draft awaited funding for publishing for the second consecutive year.

In December 2012 the government abolished the requirement that workers returning to Indonesia through Jakarta's Soekarno-Hatta International Airport exit the airport through a terminal designated for incoming migrant workers. Advocates for the rights of migrant workers maintained that returning workers were vulnerable to abuse and exploitation if segregated in the designated terminal and that they enjoyed the right to travel freely without the stigma of being segregated. IOM reported that the number of workers using the terminal has declined to 300-700 people per day compared to a previous 700-2,000 per day.

Prevention

The Indonesian government made modest progress in preventing human trafficking during the reporting period, particularly through improved oversight of labor migrants and the licensed recruiting agencies sending them abroad. Most other prevention work was conducted at the district and province levels; 25 provincial level anti-trafficking taskforces, up from 21 in 2012, and 77 district or municipal anti-trafficking taskforces, up from 73 in 2012, coordinated local anti-trafficking efforts with a wide variety in levels of funding, staffing, and energy. While the West Java provincial taskforce includes 66 government and civil society representatives that meet regularly and fund victim protection activities, during the reporting period they met two times. The taskforce in Riau Islands province—a major transit area for trafficking victims from throughout the country—did not meet during 2012. The Coordinating Minister for Social Welfare nominally chaired the government's national anti-trafficking taskforce, and the Ministry of Women's Empowerment and Child Protection (MWECP) provided active direction. The national taskforce met quarterly in 2012 with 21 ministries, departments, and agencies represented; the national anti-trafficking taskforce does not have a budget and is funded by the participating ministries and departments. The government also added 17 civil service inspectors within the Agency for the Placement and Protection of Overseas Workers (BNP2TKI) to investigate trafficking cases. The government engaged in public awareness campaigns delivered via conferences, radio, newspapers, billboards, pamphlets, school programs, and neighborhood meetings.

The government continued to support BNP2TKI in its efforts to monitor outbound Indonesian workers and protect them from fraudulent recruitment and human trafficking. Indonesia's president in January 2013 issued Government Order 03/2013 on the Placement and Protection of Overseas Workers. The order clarifies and extends protections granted to workers

under Law No. 39/2004 on the Placement and Protection of Workers. Specifically, the order makes explicit the government's responsibility to protect the rights of workers from the time they consider an offer of employment overseas, while they are working overseas, until they return to Indonesia. Additionally, BNP2TKI launched an initiative to include fishermen in the same registration process that it applies to other workers going abroad. The initiative requires fishermen to apply for a work permit to work abroad and mandates companies employing fisherman who will work in international waters to register with the agency.

The government continued partnerships with NGOs and international organizations to increase public awareness of trafficking. In October 2012, the Indonesian government signed a memorandum of understanding (MOU) with Taiwan, creating a "partnership in immigration affairs and the prevention of human trafficking and smuggling" intended to provide better protection to the estimated 180,000 migrant workers in Taiwan. To improve coordination of anti-trafficking programs, a number of provinces signed inter-provincial MOUs in 2011 that included guidelines for cooperating in the provision of care to trafficking victims located outside of their home provinces.

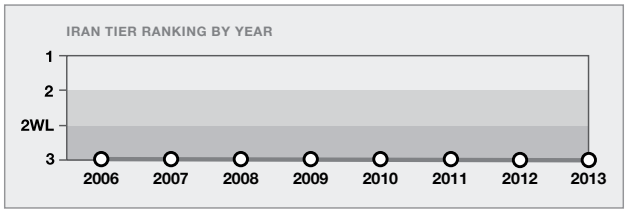
There were reports of individuals from Australia, Canada, China, France, Germany, Italy, Japan, Korea, Malaysia, Singapore, Taiwan, the Middle East, the Netherlands, the United Kingdom, and the United States coming to Indonesia as child sex tourists. A UK citizen arrested in November 2011 in the Riau Islands province for sexually exploiting children was in jail awaiting trial; at the time of the publication of this report further updates on this case were unavailable. The government provided Indonesian military personnel with anti-trafficking training prior to their deployment abroad on international peacekeeping missions. There were no reports of Indonesian peacekeeping troops engaging in trafficking-related offenses. The government did not report efforts to reduce the demand for forced labor or commercial sex acts during the year.

IRAN (Tier 3)

Iran is a presumed source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Iranian and Afghan boys and girls residing in Iran are allegedly forced into prostitution within the country. In Tehran, there has reportedly been a recent significant increase in the number of teenage girls in prostitution. Iranian women, boys, and girls are purportedly subjected to sex trafficking in Iran, as well as in Pakistan, the Persian Gulf, and Europe. Azerbaijani women and children are also believed to be subjected to sex trafficking in Iran. According to some estimates, there are 35,000-50,000 children forced by their parents or other adults to beg in the streets of Tehran or to work in sweatshops; some of these children are also reportedly forced into prostitution in Iran and abroad.

Afghan migrants and refugees are reportedly subjected to forced labor in Iran. Pakistani men and women migrate voluntarily to Iran for low-skilled employment such as domestic work and construction. Some are suspected of being subsequently subjected to conditions of forced labor, including debt bondage, and experience restriction of movement, nonpayment of wages, and physical or sexual abuse. NGO reports indicate criminal organizations, sometimes politically connected, play a significant role in human trafficking in Iran. Unconfirmed reports indicate that some religious leaders and immigration officials are involved in human trafficking.

The Government of Iran does not comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government did not share information on its anti-trafficking efforts with the international community during the reporting period; this impedes the collection of information on the country's human trafficking problem and the government's efforts to curb it. Publicly available information from NGOs, the press, international organizations, and other governments indicate that the Iranian government is not taking sufficient steps to address its extensive trafficking challenges.



Recommendations for Iran: Share anti-trafficking data with the UN and develop partnerships with international organizations; institute victim identification procedures to proactively identify victims of trafficking, particularly among vulnerable populations such as persons in prostitution, children in begging rings, and undocumented migrants; offer specialized protection services to victims of trafficking, including shelter and medical, psychological, and legal assistance; take measures to ensure sex and labor trafficking victims are not punished for unlawful acts committed as a direct result of being subjected to sex trafficking or forced labor; increase transparency in government anti-trafficking policies and activities through public reporting; and accede to the 2000 UN TIP Protocol.

Prosecution

The Government of Iran made no discernible law enforcement efforts against human trafficking during the reporting period. A 2004 law prohibits trafficking in persons by means of threat or use of force, coercion, abuse of power or of a position of vulnerability of the victim for purposes of prostitution, slavery, or forced marriage. The prescribed penalty under this law reportedly is up to 10 years' imprisonment, which is sufficiently stringent, but not commensurate with penalties prescribed under Iranian law for other serious crimes, such as rape. The Constitution and labor code both prohibit forced labor and debt bondage; the prescribed penalty of a fine and up to one years' imprisonment is not sufficient to deter these serious crimes. In addition, the labor code does not apply to work in households. NGOs reported that these laws remained unenforced due to a lack of political will and widespread corruption. There were no reports of investigations or prosecutions of trafficking cases or convictions of trafficking offenders. It was reportedly extremely difficult for female trafficking victims to obtain justice; Iranian courts accorded legal testimony by women only half the weight accorded to the testimony by men, and women who were victims of sexual abuse were 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 efforts to investigate or punish government employees complicit in trafficking-related offenses. There were reports that government officials were involved in the sex trafficking of women and girls; some officials that operated shelters for runaway girls reportedly forced them into prostitution rings.

Protection

The Government of Iran made no discernible efforts to protect victims of trafficking during the reporting period. There is no evidence that the government has a process to identify trafficking victims among vulnerable populations found in the country. Iran has deported large numbers of undocumented Afghans without attempting to identify trafficking victims among them. The government also has reportedly punished victims of sex trafficking for unlawful acts committed as a direct result of being subjected to human trafficking, for example, adultery and prostitution. There were reports that government officials raped individuals held in detention, some of whom may have been trafficking victims. There were no reports that the government referred trafficking victims to protective services. Some welfare organizations unrelated to the government may have helped Iranian trafficking victims. The government reportedly opened several shelters for street children in Tehran, though it is unclear what type of services were available to children in these shelters or if the shelters served any child victims of trafficking. There is no information to indicate the government provided assistance to repatriated Iranian victims of trafficking. The Iranian government did not provide foreign victims of trafficking with a legal alternative to removal to countries in which they may face hardship or retribution.

Prevention

There were no reports of efforts by the Government of Iran to prevent trafficking during the past year, such as campaigns to raise public awareness of trafficking, to reduce demand for commercial sex acts, or to reduce demand for child sex tourism by Iranians traveling abroad. There was no apparent improvement in the transparency of the government's reporting on its own anti-trafficking policies or activities and no apparent efforts to forge partnerships with international organizations or NGOs in addressing human trafficking problems. Iran is not a party to the 2000 UN TIP Protocol.

IRAQ (Tier 2)

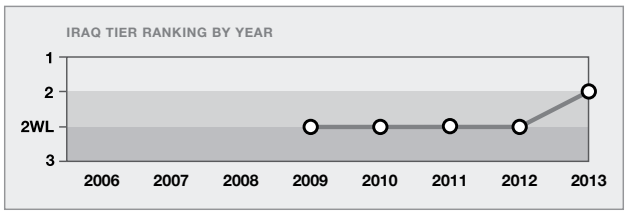
Iraq is a source and destination country for men, women, and children subjected to sex trafficking and forced labor. Iraqi women and girls are subjected to sex and labor trafficking within the country and in Syria, Lebanon, Jordan, Kuwait, the United Arab Emirates, Turkey, Iran, Yemen, and Saudi Arabia. An international organization reported cases of forced prostitution in the city of Tikrit; sex traffickers sell girls and women from Baghdad, Kirkuk, and Syria for the approximate equivalent of $1,000-5,000. Criminal gangs reportedly prostitute girls from outside of the Iraqi Kurdistan Region (IKR) in the provinces of Erbil, Dahuk, and Sulaymaniyah. An Iraqi official revealed that criminal networks have been involved in sex trafficking of boys and girls. An NGO reported that sex traffickers rape women and girls on film and blackmail them into prostitution or recruit them in prisons by posting bail and then forcing them into prostitution via debt bondage. An international organization alleged that police officers and other members of the security forces kidnapped women and girls and forced them into prostitution in Kirkuk and Salah ad-Din Provinces. Some women and children are pressured into prostitution by family members to escape desperate economic circumstances. NGOs report that women are prostituted in private residences, brothels, restaurants, and places of entertainment. Some women and girls are subjected to sex trafficking within Iraq through the use of temporary marriages (*muta'a*), by which the family of the victim receives money in the form of a dowry in exchange for permission for the woman or girl to be married for a limited period of time, during which she is subjected to labor and sex trafficking. Women are also subjected to forced domestic service through forced marriages and the threat of forced divorce, and women who flee such marriages or whose husbands divorce them are often vulnerable to further forced labor or sexual servitude. Criminal gangs reportedly subject children to forced begging and other types of forced labor.

The large population of internally displaced persons and refugees in Iraq are particularly at risk of being subjected to forced labor and sex trafficking. An international organization observed that Syrian refugees in the Domiz refugee camp in Dahuk, Iraq, are particularly vulnerable to trafficking. Specifically, women may begin commercially dependent relationships with Iraqi men, men enter into employment without contracts, and children are increasingly pressured to engage in begging. In previous years, some Iraqi refugees in Syria reportedly contracted their daughters to work as maids in Syrian households, where some of them were reportedly raped, forced into prostitution, or subjected to forced labor. In other instances, Iraqi refugees' children remained in Syria while their parents departed the country in search of improved economic circumstances, leaving the children vulnerable to trafficking. Previously, Iraqi sex trafficking victims deported from Syria on prostitution charges were vulnerable to re-trafficking by criminal gangs operating along the border. Iraqi refugees who involuntarily return to Iraq from Syria are highly vulnerable to exploitation and trafficking, due in part to the fact that female and child returnees typically do not have a support network or community to which they return.

Iraq is also a destination for men and women who migrate from Bangladesh, India, Indonesia, Nepal, the Philippines, Sri Lanka, Thailand, Pakistan, Georgia, Jordan, Ethiopia, and Uganda and are subsequently subjected to involuntary servitude as construction workers, security guards, cleaners, handymen, and domestic workers. Women from Iran, China, and the Philippines reportedly are subjected to forced prostitution in Iraq. Some foreign migrants are recruited for work in other countries such as Jordan or the Gulf States, but are forced, coerced, or deceived into traveling to Iraq, where their passports are confiscated and their wages withheld, ostensibly to repay labor brokers for the costs of recruitment, transport, food, and lodging. Other foreign migrants are aware they are destined for Iraq, but once in the country, find the terms of employment are not what they expected or the jobs they were promised do not exist, and they are forced to live in work camps with substandard conditions. The Government of Nepal continues to ban its citizens from migrating to Iraq for work.

The Government of Iraq does not fully comply with the minimum standards for the elimination of trafficking, but it is making significant efforts to do so. The government

conducted some investigations and at least one prosecution under the 2012 anti-trafficking law. The government also established an anti-trafficking department in the interior ministry, which collected human trafficking law enforcement data and operated the newly established anti-trafficking hotline. The inter-ministerial Central Committee to Combat Trafficking in Persons was active in furthering the government's anti-trafficking efforts throughout the reporting period. The committee met multiple times, publicized its meetings to raise awareness about trafficking, and included participants from international organizations, foreign governments, and NGOs. Despite modest improvements in law enforcement efforts, the government failed to investigate or punish government officials complicit in trafficking-related offenses. Moreover, the government demonstrated minimal efforts to identify and assist victims of forced labor and sex trafficking, including those incarcerated for prostitution violations. The government continued to arrest, detain, and prosecute victims of forced prostitution and prohibit NGOs from operating shelters to protect sex trafficking victims. Nonetheless, law enforcement officials worked, on a limited basis, with NGOs and international organizations to refer some victims to protection services. The government also established a location for a temporary and permanent shelter for trafficking victims and drafted shelter guidelines.



Recommendations for Iraq: Continue to use the anti-trafficking law to prosecute human trafficking offenses and convict trafficking offenders, including government employees complicit in trafficking-related offenses; institute guidelines for police, labor inspectors, and other officials to proactively identify and refer trafficking victims to protection services, including non-governmental services; open a shelter for trafficking victims at the established location and adequately train shelter staff on victim identification and protection; implement a policy to provide protection to trafficking victims from punishment of crimes committed directly related to being subjected to human trafficking, including forced prostitution and immigration violations; establish a legal framework for NGOs to operate shelters that provide assistance to victims of all forms of trafficking; continue to encourage victims to assist in prosecuting offenders and offer legal alternatives to removal of foreign victims of trafficking; regulate recruitment practices of foreign labor brokers to prevent practices facilitating forced labor; take steps to end the practice of forced and temporary marriages that entrap girls in sexual and domestic servitude; and undertake a public awareness campaign to raise awareness of sex trafficking and forced labor.

Prosecution

The government demonstrated some improved law enforcement efforts against trafficking in persons during the reporting period. Iraq's anti-trafficking law, which was adopted in April 2012, appears to prohibit some but not all forms of human trafficking. Inconsistent with international standards, the law does not establish facilitating child prostitution as an act of human trafficking, and it is not clear if buying and selling (a transaction) is required 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 addresses the forced 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. For the first time, the government collected data on investigations and prosecutions of trafficking offenders. Authorities reported at least seven sex trafficking investigations, five forced child begging investigations, and one domestic servitude investigation during the reporting period. The government also initiated five forced child begging prosecutions using kidnapping and terrorism statutes. An international organization reported that there were at least two more sex trafficking prosecutions under the anti-trafficking law. A forced labor prosecution from the previous reporting period remained active, in which the investigative judge authorized that the victims' testimonies be taken in Ukraine for use in the trial. The government reportedly initiated at least one sex trafficking prosecution under the anti-trafficking law; this was noteworthy, as the "clients" who frequented the sex trafficking venue allegedly included some government officials. In September 2012, security forces arrested and detained a group accused of kidnapping Iraqi women and girls and forcing them into prostitution in brothels in Baghdad, as well as forcing them into prostitution in neighboring countries. The primary suspect was charged with human trafficking under the anti-trafficking law, as well as with multiple other offenses. The case was referred to criminal court in February 2013. In October 2012, an international organization reported a recruitment company trafficked multiple Ugandan women to Iraq under false promises of work and subsequently forced them into domestic servitude by confiscating their passports, withholding their wages, and verbally, physically, and sexually abusing them. At the end of the reporting period, the government reported initiating an investigation of this company. Notwithstanding these efforts, the government did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses during the reporting period, despite multiple allegations of complicity. A local NGO alleged that some law enforcement officials knowingly patronized brothels in Baghdad where women were forced into prostitution; and an international organization alleged that security officials forced women and girls into prostitution in Kirkuk and Salah ad-Din provinces. Additionally, Kurdistan Regional Government (KRG) ministry officials reported that some KRG officials accepted bribes or ignored labor violations, some of which may include trafficking offenses.

The government established an anti-trafficking department within the Ministry of Interior during the reporting period; the department issued orders to every police station to identify a point of contact for trafficking cases in order to streamline procedures and ensure information-sharing of cases. Because many judicial investigators continued to view women and children in forced prostitution as criminals, the inter-ministerial committee sent a request to the Higher Judicial Council to inform judicial officials to proactively use the anti-trafficking law to protect victims from being prosecuted for trafficking offenses. While the government did not fund anti-trafficking training efforts, it provided facilities and in-kind assistance for anti-trafficking awareness

and victim identification and assistance trainings that were funded by international organizations, NGOs, and foreign governments. Participants in multiple trainings throughout the year included officials from the inter-ministerial committee, law enforcement agencies, and the judiciary.

Protection

The Iraqi government demonstrated progress in its efforts to protect victims of trafficking during the reporting period, including identifying and referring some trafficking victims to NGO protection services, as well as identifying the location for a temporary and permanent shelter for trafficking victims and drafting shelter guidelines; however, victim punishment and maltreatment of NGOs were serious deficiencies. The government did not provide funding or in-kind assistance to NGOs providing victim protection services, and the government prohibited NGOs from running shelters that provided protective services to sex trafficking victims. As a result, these shelters remained vulnerable to prosecution and unprotected from threats of violence by extremist groups. The government identified at least 20 trafficking victims in this reporting period, an improvement from previous years when the government did not report proactively identifying any trafficking victims. Similarly, the Ministry of Human Rights retroactively identified 16 sex trafficking victims among 49 women previously convicted and imprisoned on prostitution charges. The ministry recommended to the Higher Judicial Council that their cases be reopened under the framework of the anti-trafficking law; at the end of the reporting period, the disposition of these victims' cases was unclear.

The government drafted a national trafficking victim referral mechanism, though it was not finalized at the end of this reporting period and, as a result, government authorities did not employ systematic procedures to guide law enforcement officials to identify proactively victims of trafficking among vulnerable groups, such as women arrested for prostitution and foreign workers. Nonetheless, NGOs reported that some government officials and police cooperated with NGOs on a limited basis, including *ad hoc* referral of sex and labor trafficking victims for protection services. While government officials acknowledged for the first time the problem of sex trafficking in Iraq, some still viewed women and children in forced prostitution as criminals, rather than victims of trafficking. Victims of trafficking were incarcerated, fined, or otherwise penalized for unlawful acts such as engaging in prositution, committed as a direct result of being subjected to human trafficking. An international organization reported that sentences for prostitution violations were excessively harsh, such as 15 years' to life imprisonment. Officials initially arrested and charged with prostitution some of the women and girls subjected to sex trafficking; however, some were later referred to protection services or released from custody, and criminal charges against them were dropped. A government official reported that police commonly mistreated or abused detainees during interrogation, including both perpetrators and victims of trafficking. Detained sex trafficking victims were also at risk of being re-trafficked, as prisons were a common source for recruiters of prostitution rings. Upon release from prison, female victims of forced prostitution had difficulty finding assistance, especially in cases where the victim's family had sold her into prostitution.

Authorities placed child trafficking victims in protective facilities, orphanages, foster care, or in juvenile detention centers. International organizations and NGOs reported that victims of forced labor reportedly were arrested, fined, jailed, given lengthy prison sentences, or deported for immigration violations as a result of being subjected to human trafficking. The government did not provide them with protection services, including medical services. However, in January 2013, the Ministry of Health officially instructed every governorate to establish victim support units in government-run health facilities to oversee the provision of medical and psychological assistance to trafficking victims, and in March 2013 the first two victim support units were established in Baghdad.

The 2013 federal budget, passed in March 2013, allocated funding designated for victim protection and assistance. During this reporting period, the government identified a former orphanage in Baghdad to be used as the first temporary shelter for trafficking victims; it drafted internal guidelines for the management and operation of the facility and training manuals for shelter staff, as well as provided security to protect the shelter. The government similarly located a site for a permanent trafficking shelter, though the construction of this facility had not begun at the end of this reporting period. The KRG continued to operate women's shelters in the IKR that provided some protection and assistance for victims of gender-based violence, including female victims of trafficking, though space was limited and service delivery was poor. It was unclear how many trafficking victims, if any, the shelters assisted in this reporting period. Elsewhere in the country, local NGOs and international organizations continued to provide all available care for trafficking victims, including shelter. Sixteen family protection units continued to operate in police stations around the country to assist women and children who were victims of trafficking and abuse, yet the units did not have a referral system to provide victims with adequate protective services, such as legal aid or shelter; the number of victims assisted by these units, if any, was unclear. The government encouraged some victims to assist in investigations and prosecutions. For example, in one case it sent a prosecutor to Ukraine to collect victim testimony. The government did not offer foreign victims legal alternatives to their removal to countries in which they may face hardship or retribution. The government deported some forced labor victims during the reporting period.

Prevention

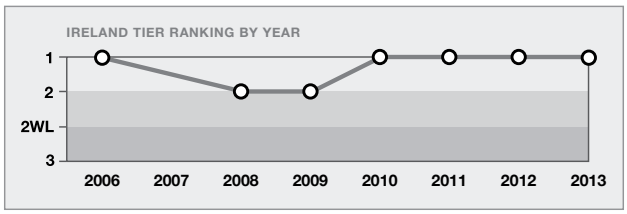
The Government of Iraq made improved efforts to prevent human trafficking through establishing an inter-ministerial committee and an anti-trafficking hotline during the year. In May 2012, the government formed the inter-ministerial committee to serve as the national coordinating body on trafficking and to oversee implementation of the anti-trafficking law; the committee met eight times in the reporting period. The committee also televised three of its meetings to raise awareness about trafficking among the public, and it invited international organizations, foreign governments, and NGOs to participate in meetings, as well as a representative of the KRG to be a permanent committee member. The committee also co-chaired an international anti-trafficking working group, in cooperation with an international organization, to coordinate assistance on anti-trafficking efforts with the international community. KRG officials reported that law enforcement officials shut down some businesses and labor brokers in the IKR that were implicated in alleged forced labor offenses, though it did not prosecute any such labor brokers for fraudulent recruitment or forced labor offenses.

In an effort to improve understanding of forced prostitution in Iraq, the Ministry of Human Rights conducted and made public a study on the applicability of the anti-trafficking law in cases involving forced prostitution that included interviews with women convicted on prostitution charges, some of whom were identified trafficking victims. The government established an anti-trafficking hotline to report trafficking offenses, which was advertised on state television and various ministries' websites. An international organization reported that the hotline was operational and calls were routed directly to the anti-trafficking department. The Ministry of Human Rights also reported that it issued new guidelines to its human rights hotline operators on referring trafficking cases. The government did not conduct any anti-trafficking public awareness or education campaigns. The government did not take measures to reduce the participation of Iraqi nationals in child sex tourism in Iraq or abroad.

IRELAND (Tier 1)

Ireland is a destination, source, and transit country for women, men, and children subjected to sex trafficking and forced labor. Foreign trafficking victims identified in Ireland are from Nigeria, Cameroon, the Philippines, Poland, Albania, Bulgaria, Brazil, Romania, Pakistan, and other countries in Africa, Asia, and Eastern Europe. There has been an increase in identified Irish children subjected to sex trafficking within the country. Victims of forced labor in domestic service and restaurant work are subjected to excessively long hours from employers who withhold personal documents. Some domestic workers 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. The government continued to provide a wide range of protective services to victims, including legal aid. Although government funding for NGOs providing services to victims decreased during 2012, total government funding for anti-trafficking activities increased during the year. Law enforcement took steps to improve coordination with NGOs and the provision of services and protection to potential victims of sex trafficking. However, in some cases authorities failed to make prompt determinations of potential victims' eligibility for services. Victims could face challenges accessing services due to confusion between NGOs and officials on procedures in the national referral process, particularly outside of Dublin.



Recommendations for Ireland: Vigorously implement Ireland's 2008 anti-trafficking law to ensure sex trafficking and forced labor offenders are held accountable through convictions and dissuasive sentences; ensure trafficking investigations efficiently move forward to prosecution; implement a government-wide victim services database and case management system to improve the tracking of efficient delivery of services across multiple government agencies; continue to enhance and formalize the role of NGOs in identifying potential victims in cooperation with law enforcement and through proactive screenings in asylum and immigration settings; improve training and communication on the national referral process for NGOs to improve referral of potential victims to law enforcement and ensure authorities make prompt determinations of potential victims' eligibility for services, irrespective of criminal proceedings; ensure that all trafficking victims are, in practice, able to access available legal services; consider policy or legal changes to ensure all potential trafficking victims are afforded a reflection period, regardless of immigration status, to recover before making an informed decision about whether to assist law enforcement; ensure labor inspectors refer identified forced labor cases for criminal investigation and refer potential victims to services; consider amending the law to authorize asylum seekers who are also identified trafficking victims to obtain work authorization; consider increasing funding for victim services; enhance training for social workers responsible for trafficked children, including meeting the needs of unaccompanied migrant or asylum seeking children who are victims of trafficking; and consider establishing a national rapporteur to enhance anti-trafficking efforts and to better assess needed improvements in victim identification.

Prosecution

The Government of Ireland sustained efforts to prosecute trafficking offenders; however, the number of new trafficking investigations it undertook during the year declined. The government prohibits all forms of trafficking through its 2008 Criminal Law (Human Trafficking) Act, which prescribes penalties up to life imprisonment; these penalties are sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. Authorities initiated 32 new trafficking investigations in 2012, compared with 53 new investigations in 2011, and continued 97 investigations begun in prior years. Law enforcement referred 22 trafficking suspects, including two labor trafficking suspects, to the Director of Public Prosecution in 2012, none of whom went to trial during the reporting period. In 2011, nine defendants were prosecuted for human trafficking offenses. The government reported four convictions under Section 3 of the Criminal Law (Human Trafficking) Act 2008 in this reporting period, as compared to one conviction in the previous reporting period. Conviction statistics in Ireland conflate possession or creation of child pornography and trafficking in persons, owing to the structure of the relevant Irish anti-trafficking law. One trafficker was sentenced under trafficking-related statutes to three years' imprisonment and one was sentenced under the Criminal Law (Human Trafficking) Act 2008 to 12 years' imprisonment. A report by the OSCE Special Representative for Combating Trafficking noted the number of prosecutions under the anti-trafficking law was low, especially those relating to labor trafficking, in relation to the number of investigations. The government did not report any new investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses during the reporting period, though it continued its investigation of a former Irish police officer for trafficking-related complicity. In 2012, authorities initiated an investigation of an Ireland-based foreign diplomat for alleged trafficking of three potential victims in domestic servitude. The government continued to train national police on human trafficking awareness in coordination with NGOs

and international organizations. The government also funded the development of "train-the-trainer" courses for officials on human trafficking.

Protection

The government maintained adequate protection efforts for trafficking victims, though potential victims faced challenges in accessing available services. Some NGOs noted a lack of proactive identification efforts among law enforcement personnel and an over-reliance on immigration authorities to identify potential trafficking victims may have resulted in a low number of victims accessing assistance. Police also did not take into account more subtle forms of coercion that compel victims to remain in a situation of forced labor, resulting in low numbers of identified labor trafficking victims. The government provided identified non-EU national trafficking victims with a 60-day reflection period—time in which the victim may recover before deciding whether to assist law enforcement. NGOs consistently raised the issue that some potential victims referred to law enforcement never received a determination of whether the government considered them to be "potential victims" eligible for the reflection period and services. The absence of an adequate database hindered the government's ability to track the prompt provision of services to victims across the many government support agencies. Law enforcement identified 48 potential trafficking victims in 2012, compared with 57 in 2011. Of these 48 victims, six were subjected to forced labor, 17 were male, and 23 were children, including 19 Irish national children who were found in commercial sex. The government encouraged victims to assist in the investigation and prosecution of traffickers through the provision of residency permits, shelter, individual care plans, and legal aid; however, many victims reportedly were unwilling to come forward to law enforcement, possibly due to a perceived risk or lack of knowledge of available services. All victims identified by law enforcement during the reporting period assisted authorities in investigations. NGOs criticized a cumbersome referral process, citing confusion over who the appropriate points of contact were to investigate trafficking in areas outside of Dublin. In 2012, the government provided the equivalent of approximately $1.1 million in combined funding for government-provided programs and services, inclusive of funding to NGOs for their direct services.

The government made available free legal aid to all potential trafficking victims. Only a very small number of eligible potential victims availed themselves of such services; only nine received legal services in 2012. Under the national referral mechanism, potential victims must be referred to law enforcement before shelter, health, and legal services will be provided. NGOs reported that, in some cases, authorities took up to a year from the time an NGO referred a potential victim to law enforcement to make an eligibility determination, severely obstructing identification and access to services. NGOs reported not knowing how to proceed in assisting victims without an update on the outcome of law enforcement's determination of whether the person is an eligible "potential victim." NGOs reported concerns over the low quality of housing for potential victims and the practice of moving victims to different hostels. Long-term shelter is provided to foreign trafficking victims through asylum reception centers. Law enforcement referred 18 trafficking victims to shelter in the asylum centers and the government provided them with care plans. A report by the OSCE Special Representative noted increased coordination with NGOs was needed to enhance and individualize services to trafficking victims in asylum centers. During the year, two victims were issued new six-month temporary residency permits and 18 victims received renewed temporary residency, of whom five received long-term residency in Ireland. Two victims were in the asylum process. Although victims of trafficking seek legal employment while in temporary residency status, there is a statutory prohibition preventing asylum seekers from working. The government's failure effectively to track referrals of and case management services for victims prevented social workers from verifying whether the full range of services and supports for which victims were eligible were actually provided.

A report by the OSCE Special Representative noted recent efforts by the government to strengthen the child protection system and encouraged authorities to take further action to ensure durable and safe solutions for children using a child-sensitive and child rights-based approach to all aspects of anti-trafficking policy. In 2012, the government expanded nationally a formal protocol between national police and child protection services on unaccompanied migrant children to reduce the number of children who go missing from care. An NGO report published during the reporting period noted positively the government's transition to placing most unaccompanied migrant children, including trafficked children in foster care, with a small number of older children placed in residential centers, an improvement over past use of hostels. The report called for consistent support from designated local social workers to respond to the complexity of issues and needs of trafficked children placed in private contracted foster care outside of Dublin.

There were no reports of trafficking victims punished for acts committed as a direct result of their being trafficked. NGOs praised the government's victim-centered approach during a joint operation with law enforcement counterparts in Northern Ireland against organized prostitution, raiding 140 sites; police treated women as potential victims and witnesses to crimes, not as criminals. The government provided guidelines to frontline staff in the Department of Social Protection on how to identify and report trafficking concerns.

Prevention

The government sustained its anti-trafficking prevention efforts. In coordination with the Belfast Department of Justice, the government ran a photography and video competition for university students as a means of raising awareness on human trafficking. Irish secondary schools included in their curriculum a course on how students can combat human trafficking in Ireland. The government held a joint training session with border control and law enforcement officials in Great Britain and Northern Ireland focused on raising awareness of trafficking indicators. As part of the Government of Ireland's 2012 Chairmanship in the Office of the OSCE, the government organized an international seminar on human trafficking in Vienna. The government conducted a review of the 2009 to 2012 national action plan against trafficking and planned to publish the report in 2013. The government conducted a year-long study and period of public comment considering changes to the 1993 prostitution law and whether to criminalize purchasers of commercial sex acts. The government did not demonstrate additional efforts to reduce the demand for commercial sex acts or forced labor. The government provided anti-trafficking training to Irish defense

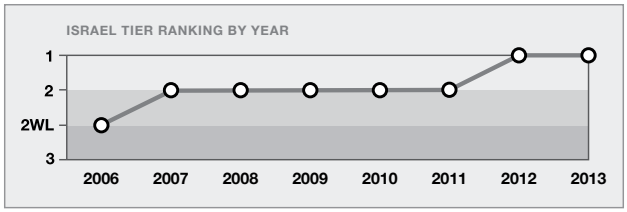
forces prior to their deployment abroad on international peacekeeping missions.

ISRAEL (Tier 1)

Israel is a destination country for men and women subjected to forced labor and sex trafficking. Low-skilled workers from Thailand, China, Nepal, the Philippines, India, Sri Lanka, and to a lesser extent, Romania, migrate voluntarily and legally to Israel for temporary contract labor in the construction, agriculture, caregiving, and fishing industries. Some subsequently face conditions of forced labor, including through such practices as the unlawful withholding of passports, restrictions on movement, limited ability to change or otherwise choose one's employer, nonpayment of wages, exceedingly long working hours, threats, sexual assault, and physical intimidation. Many labor recruitment agencies in source countries or brokers in Israel require workers to pay exorbitant recruitment fees to secure jobs in Israel—ranging from the approximate equivalent of $8,000 to $30,000—a practice that contributes to forced labor once migrants are working in Israel.

Hundreds of victim testimonies collected in Israel document African migrants, refugees, and asylum-seekers entering Israel irregularly from Egypt's Sinai Peninsula. Many of these vulnerable migrants were kidnapped along the Eritrea-Sudan border or within Sudan and subsequently subjected to abuses in Egypt's northern Sinai before reaching Israel, some of which amounted to human trafficking. Although the numbers of migrants arriving irregularly in Israel has decreased significantly—from 17,000 in 2011 to 10,000 in 2012—following the construction of the border fence along the Israel-Egypt border and other deterrence measures, international organizations report that the abuses committed in Egypt against this vulnerable group of migrants, refugees, and asylum seekers—some of whom are trafficking victims—continue to increase. Women from the former Soviet Union, China, and South America are subjected to forced prostitution in Israel, although the number of women affected continues to decline. Some women arrive on tourist visas for the purpose of working in prostitution for a short period of time before returning to their home country; some of these women may be subjected to conditions indicative of forced prostitution. Some Israeli women and girls may be subjected to sex trafficking in Israel.

The Government of Israel fully complies with the minimum standards for the elimination of trafficking. The Israeli government sustained strong law enforcement actions against sex and labor trafficking and strong overall prevention efforts during the year, although courts did not sentence convicted offenders to prison terms commensurate with the gravity of the offense. The government continued to refer victims to and fund two NGO-run shelters for trafficking victims; it opened additional facilities to accommodate an increasing number of identified trafficking victims. It continued to improve its efforts to identify trafficking victims proactively among vulnerable populations, including exploited foreign workers and migrants from the Sinai. Nonetheless, due to insufficient shelter capacity and trained personnel in detention facilities, identified trafficking victims frequently remained in detention awaiting shelter and other protection services. NGOs noted that conditions in detention centers were substandard, citing a lack of access to medical, legal, and social services.



Recommendations for Israel: Impose stricter sentences on convicted trafficking offenders; continue to increase the number of labor inspectors and interpreters in the agriculture, construction, and homecare sectors, ensuring that they are adequately trained in identifying trafficking cases; further increase enforcement of foreign worker labor rights; further evaluate employers and recruitment agencies for histories or indicators of abusive practices before referring migrant workers to them for new employment; continue to strengthen trafficking victim identification among migrants, refugees, and asylum seekers arriving from Egypt's Sinai Peninsula; continue to accord all trafficking victims protections, shelter, and medical and psychological treatment, and ensure those trafficking victims are not penalized for unlawful acts committed as a direct result of being trafficked, such as immigration violations, including by being detained; increase the number of social workers and interpreters in detention centers and improve psychological services provided to victims in trafficking shelters and detention facilities; increase training for regional district police units in victim identification, victim sensitivity, and enforcement of labor and sex trafficking laws; and increase investigations of forced prostitution of Israeli nationals.

Prosecution

The Government of Israel sustained strong law enforcement efforts against sex trafficking during the reporting period, though sentences given to convicted sex traffickers remained low. It also continued to make progress against labor trafficking. The government prohibits all forms of human trafficking through its Anti-Trafficking Law of 2006, 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. During the reporting period, the government conducted at least 28 investigations of sex trafficking and seven investigations of forced labor. Israel reported prosecuting nine sex trafficking defendants and 10 forced labor defendants; it convicted 17 sex traffickers and four forced labor offenders, some of whom were charged under the trafficking statute, but convicted under related statutes. Despite this, trafficking offenders were given sentences that were not sufficiently serious to deter the crime; sentences ranged from community service or imprisonment of eight months' to three years' imprisonment. In September 2012, Israeli authorities cooperated with INTERPOL to investigate an Israeli national suspected of trafficking two Ukrainian women for forced prostitution. A local NGO observed that the majority of women in prostitution were Israeli citizens and some were restricted from leaving the brothels. In February 2013, the government indicted an Israeli who allegedly locked

an Israeli woman in an apartment and forced her to engage in prostitution.

Since the specialized anti-trafficking unit was disbanded in July 2011, regional districts have been provided specialized training in human trafficking and are responsible for enforcing trafficking crimes and handling trafficking investigations, overseen by an Israel National Police headquarters component. NGOs reported that as a result of the disbanding, some police units handling trafficking cases lacked experience, interpreters, familiarity with migrant workers' communities, and sensitivity. Through the government's anti-trafficking unit, the government continued to provide numerous anti-trafficking trainings, workshops, and seminars for law enforcement, prison, immigration, and judicial officials, labor inspectors, social workers, and NGOs. The government did not report efforts to investigate or prosecute public officials for alleged complicity in trafficking-related offenses.

Protection

The Government of Israel sustained its protection of trafficking victims over the reporting period, including its efforts to employ effective procedures to identify and protect some trafficking victims among vulnerable populations, including migrant workers and vulnerable migrants from the Sinai. Despite these procedures, some unidentified victims may have been penalized for unlawful acts, such as immigration violations, committed as a direct result of their being trafficked. Israeli law enforcement authorities employed systematic procedures to identify foreign sex trafficking victims among high-risk persons. The police continued a pilot program with an NGO to help identify sex trafficking victims during police raids of brothels and refer them to NGO protection services. During the reporting period, police did not identify any children in prostitution, though there continued to be reports of Israeli nationals in prostitution, including prostitution of underage girls in Tel Aviv. Some victims who were subjected to trafficking in the Sinai and later entered Israel remained in detention for several months before being transferred to trafficking shelters. The Ministry of Industry, Trade, and Labor increased the use of interpreters accompanying labor inspectors in the field. However, NGOs remained concerned about a lack of Thai interpreters during inspections in the agriculture sector, which left inspectors unable to communicate with and receive complaints from the predominantly Thai migrant workers in this sector. The government continued to provide robust victim identification training and workshops to judges, social workers, law enforcement and prison officials, labor inspectors, and NGOs.

The government continued to fund the 35-bed *Maagan* shelter for primarily foreign female trafficking victims and the 35-bed *Atlas* shelter for foreign male trafficking victims, both of which allowed shelter residents to leave freely. These shelters offered job training, psychosocial support, medical treatment, language training, legal assistance, and other rehabilitative services; however, NGOs reported that the shelters lacked adequate psychological care. During 2012, the government opened transitional apartments to house 18 additional trafficking victims, as needed. Observers claimed, however, that the shelters and apartments were insufficient to treat the scale of trafficking victims not accorded official victim status in Israel, particularly those victims among migrants, refugees, and asylum seekers arriving from the Sinai. Law enforcement and judicial officials referred 33 women to the *Maagan* shelter and 53 men to the *Atlas* shelter in 2012, which was a significant increase compared to referrals in 2011. In 2012, the shelters housed 58 trafficked women, 53 men, and nine children. Two minors who were among victims of trafficking that arrived from the Sinai were referred to the shelters this year, and the children of some adult trafficking victims were housed in the shelter with their parents. The shelter staff maintained contact with trafficking victims after they had left the shelter to assist victims with reintegration into Israeli society, and to ensure future work conditions were not exploitative. For example, the men's shelter assisted 75 forced labor victims with short-term housing and assistance with work visas and legal aid. The legal aid branch of the Ministry of Justice continued to provide free legal aid to trafficking victims and included a special representative with expertise in handling human trafficking cases. In 2012, the branch granted legal aid to 101 victims of trafficking, including victims of sex trafficking and forced labor, as well as to 186 victims who entered from the Sinai and may have experienced conditions of forced labor and sex trafficking in Egypt. The government encouraged victims to assist in the investigation and prosecution of trafficking but did not require their participation as a condition for receiving assistance. Though government policy allowed trafficking victims to work during the period of investigation and prosecution of their traffickers, in practice, victims experienced long delays in receiving work visas from the Ministry of Interior (MOI). NGOs reported that, in particular, some identified Eritrean trafficking victims who entered Israel from the Sinai did not receive work authorization paperwork for several months. In 2012, the government issued 44 and extended 301 temporary B1 visas to trafficking victims that allowed victims to work legally and without restriction; these were not contingent on their participation in investigations or prosecutions. Identified victims of trafficking who suffered abuses in Egypt were not, however, accorded B1 visas in Israel, but were instead provided work authorization paperwork from the MOI.

Though the numbers of foreign migrants, refugees, and asylum seekers arriving in Israel from Egypt significantly decreased by the end of the reporting period, the Israeli government continued to grapple with policies to address the group's vulnerabilities, some of whom were subjected to trafficking prior to their entry into Israel. The amended Prevention of Infiltration Law, which went into effect in June 2012, defines all irregular border crossers as "infiltrators" and permits authorities to detain illegal migrants, including asylum seekers and their children, indefinitely; trafficking victims were among those detained—sometimes for several months—until being released to a shelter or guardian. Notwithstanding this detention, the Israeli government improved its system of identifying and providing medical treatment for trafficking victims who were severely abused prior to arriving in Israel. The government adopted new identification procedures in 2012 that required all prison staff in detention facilities to notify a social worker of suspected trafficking victims in detention, who were in turn required to notify the police and legal aid; these procedures significantly increased the number of victims identified in detention facilities to 156. Nonetheless, there continued to be an inadequate number of interpreters and psychological services in detention facilities for victims who experienced abuse and trafficking in Egypt. The government also identified 17 male and 21 female child trafficking victims and after placing them in a detention facility, transferred them to a government-run boarding school. Advocates, however, expressed concern that the child victims were released to boarding schools or guardians without proper rehabilitative

care. The government continued to indicate it did not have the capacity to provide assistance to the large numbers of trafficking victims among the migrants arriving from Egypt. As a result, 35 female and 11 male trafficking victims remained in detention awaiting space in the government-funded trafficking shelters at the end of the reporting period. While Israeli authorities reported that Israel refrained from the practice of "hot returns" of migrants and asylum seekers back to Egypt, several NGOs reported that the practice resumed during the reporting period. NGOs reported that the Israeli military prevented some illegal migrants, including possible asylum seekers, from arriving in Israel from the Sinai without determining whether they were victims of trafficking. Until the Prevention of Infiltration Law went into effect in June, Eritrean and Sudanese migrants, refugees, and asylum seekers, some of whom may have been victims of trafficking in the Sinai, received a "conditional release" visa that did not allow them to work legally in Israel. Therefore, NGOs reported that many of these migrants informally found work in the agriculture sector under harsh conditions; some of them may have experienced conditions indicative of forced labor.

Prevention

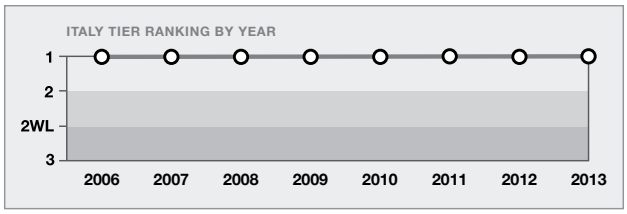
The Israeli government sustained progress in preventing human trafficking over the reporting period. The anti-trafficking unit within the Ministry of Justice continued to hold meetings with government ministries, NGOs, and the Knesset, as well as conduct trainings, research trafficking trends, and coordinate Israel's response to the vulnerable group of migrants, refugees, and asylum seekers arriving from the Sinai. The unit's coordinator, however, left the position in October 2012, and it remained unfilled at the end of the reporting period. In December 2012, the government held its fifth annual ceremony to present awards to individuals or organizations that had made a significant contribution against human trafficking. The Knesset Subcommittee on Trafficking in Women held frequent public meetings during the reporting period. The Authority for the Advancement of the Status of Women in the Prime Minister's Office raised awareness of sex trafficking among students; the Ministry of Education incorporated awareness of sex and labor trafficking into school curricula, which reached 75,000 teachers and 100,000 students. The government also continued to implement anti-trafficking awareness campaigns through media outlets. As a continuation of the government's efforts from the previous reporting period, the country's anti-trafficking unit published an annual summary of the Israeli government's anti-trafficking efforts.

The government investigated labor violations that created vulnerabilities for human trafficking, including inflated brokerage fees and violations of foreign caregivers' rights, though concerns remained over new legal amendments that restrict foreign caregivers' abilities to change employment. The MOI also added 75 new labor inspectors trained in human trafficking, and the government enacted labor laws that enabled the Ministry of Industry, Trade, and Labor to impose administrative sanctions, including financial penalties, on employment violators; the government opened 150 investigations under this law during the year. In 2012, a set of amendments to the Foreign Workers Law entered into force, which prohibited illegal employment of foreign workers and allows the MOI to close a business or limit the use of the premises on which violations were committed. Under these amendments, the MOI investigated and fined 1,700 employers of foreign workers and cancelled numerous permits for employers and a manpower company to employ foreign workers. The government continued to operate a 24-hour hotline for foreign workers to lodge complaints; in 2012, the hotline referred 516 complaints from foreign workers to law enforcement. In an effort to reduce the demand for commercial sex acts, police opened 40 investigations for the offense of publishing prostitution services, and conducted investigations which led to the closing of some premises used for prostitution.

ITALY (Tier 1)

Italy is a destination, transit, and source country for women, children, and men subjected to sex trafficking and forced labor. Victims subjected to human trafficking in Italy originate from Nigeria, Romania, Morocco, Tunisia, Moldova, Slovakia, Ukraine, China, Brazil, Peru, Colombia, Pakistan, Bangladesh, Ecuador, Poland, Bulgaria, Pakistan, Egypt, and India. Men are subjected to forced labor in agriculture in southern Italy and in construction and service industries in the north of the country. Children subjected to sex trafficking in Italy are from Romania, Nigeria, Brazil, Morocco, and Italy, specifically Roma and Sinti boys who may have been born in Italy. Transgender children from Brazil are subjected to sex trafficking in Italy. Nigerian children are subjected to labor trafficking through debt bondage and coercion through voodoo rituals. Roma children from Italy are subjected to forced labor in begging or petty theft. Disabled victims of trafficking from Romania are subjected to forced begging by Romanian transnational criminal networks. Men and women from Central Asia arriving in Italy through Russia, Turkey, and Greece are subjected to forced labor. Unaccompanied children, mainly boys from Bangladesh, Egypt, and Afghanistan, are at risk of trafficking.

The Government of Italy fully complies with the minimum standards for the elimination of trafficking. The government provided comprehensive protection and assistance to a significant number of trafficking victims in 2012. The government continued to prosecute and convict offenders vigorously under the anti-trafficking law. The government did not always proactively screen for trafficking among vulnerable migrants, including asylum seekers arriving at Italian ports who were returned without adequate protection.



Recommendations for Italy: Collect and disseminate disaggregated law enforcement data to demonstrate efforts to combat both sex trafficking and forced labor; formalize standard procedures for police and other officials to systematically identify and refer victims of trafficking to services and protection, and ensure procedures are applied consistently; improve efforts to screen irregular migrants and asylum seekers to identify possible human trafficking victims and protect them from deportation that may contribute to re-trafficking; establish an autonomous national rapporteur to enhance anti-trafficking efforts and share Italy's best

practices on victim protection with other countries; and increase efforts to identify victims of domestic trafficking, specifically among children within the country who are vulnerable to forced labor and sex trafficking.

Prosecution

The government continued to vigorously investigate, prosecute, and convict trafficking offenders during the reporting period. Italy prohibits all forms of human trafficking though 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 2,471 suspects for trafficking in 2011—the most recent year for which law enforcement statistics were available—an increase from 2,333 in 2010. Italian prosecutors brought to trial 224 defendants in 2011, compared with 621 in 2010. Trial courts convicted 179 trafficking offenders in 2011; 174 were convicted in 2010. The average sentence imposed on convicted traffickers in 2011 was 6.5 years in prison; those convicted for exploitation of children in prostitution were sentenced to an average of 3.8 years' imprisonment and a fine, and those convicted of slavery were sentenced to an average of 1.5 years' imprisonment and a fine. The Government of Italy did not disaggregate data on convictions for sex trafficking and forced labor. In April 2012, authorities arrested a former *Carabinieri* police officer for recruiting and exploiting foreign women in prostitution; prosecution continued against this official at the end of the reporting period. Prosecution continued against former Prime Minister Berlusconi for the alleged commercial sexual exploitation of a Moroccan minor. The government continued to incorporate specialized training on victim identification and investigation of trafficking crimes in regular curriculum for law enforcement.

Protection

The government continued robust protection for victims of trafficking, but did not always proactively identify victims of trafficking among vulnerable migrants. The government and NGOs assisted 2,018 foreign victims of trafficking during the reporting period. About 70 percent of victims were women and one and a half percent were transgender. About 10 percent of victims were children. Forty percent of victims were subjected to labor trafficking. Observers reported that procedures for referring victims of trafficking to services—and the quality of services—varied by region; police did not consistently apply guidelines for victim identification and referral. NGOs reported that screening for trafficking was inadequate among the large number of refugees and migrants coming from Libya and Tunisia; it is possible authorities missed opportunities to identify victims of trafficking among these groups. There were reports of asylum seekers and unaccompanied children arriving to Italy's Adriatic ports via Greece who were summarily returned to Greece under the EU Dublin II regulation without proper screening for protection needs, trafficking victimization, or age and best interest determinations for children. In 2012, the government issued temporary residence permits to 466 victims of trafficking; 74 of these victims were subjected to labor exploitation. Victims were not required to cooperate with law enforcement to obtain a residence permit. The government provides victims with three to six months' assistance, shelter for an additional 12 months, and reintegration assistance. Victims may obtain a subsequent work or study permit, which can lead to permanent residency, if the victim finds employment or is enrolled in a training program through designated NGOs. Lack of specialized assistance for male victims of trafficking limited their access to these permits. Tightening of migration policies made it more difficult for victims of trafficking to obtain temporary residence permits and procedures on issuance of permits varied among provincial police headquarters. Despite dire economic circumstances and the Eurozone crisis, government funding for victim assistance remained stable at the equivalent of approximately $10.4 million in 2012.

Prevention

The government decreased anti-trafficking prevention efforts in 2012. The government reduced funding of public awareness programs in an effort to concentrate resources on victim assistance. NGOs funded by the government, and in cooperation with municipalities, police, and social services, carried out campaigns at the local level targeted to reduce demand for commercial sex acts. The government did not demonstrate efforts to reduce demand for forced labor. The government continued to operate an active hotline for victims of trafficking. In 2012, the government launched an initiative in Angola to prevent child trafficking and provide basic assistance to unaccompanied children. The Ministry for Equal Opportunity coordinates an anti-trafficking committee of relevant ministries and the national anti-mafia prosecution unit. The government did not publish a systematic evaluation of its anti-trafficking efforts. The government's first draft national anti-trafficking action plan remained pending approval with the Council of Ministers. The Italian armed forces continued to provide anti-trafficking training to civilians and military personnel before their deployment abroad on international peacekeeping missions.

JAMAICA (Tier 2)

Jamaica is a source, transit, and destination country for adults and children subjected to sex trafficking and forced labor. The exploitation of local children in the sex trade within Jamaica, a form of sex trafficking, remains a serious problem. Sex trafficking of children and adults likely occurs on the street, in night clubs, bars, and in private homes throughout Jamaica, including in resort towns. In addition, massage parlors in Jamaica reportedly often lure women into prostitution under the false pretense of employment as massage therapists and then withhold their wages and restrict their movement—key indicators of human trafficking. People living in Jamaica's poverty-stricken garrison communities, territories ruled by criminal "*dons*" effectively outside of the government's control, are especially at risk. NGOs also expressed concern that children from poor families sent to better-off families or local "*dons*" with the intent of a chance at a better life are highly vulnerable to prostitution and forced labor, including domestic servitude. Other at-risk children are those working in the informal sector, such as on farms, or in street vending, markets, and shops, as well as those engaging in begging. NGOs and the government remain alarmed at the high number of missing children and are concerned that some of these children are falling prey to forced labor or sex trafficking. There is evidence that foreign nationals are subjected to forced labor in Jamaica and aboard foreign-flagged fishing vessels operating in Jamaican waters. Numerous sources report that many Jamaican citizens have been subjected to sex trafficking or forced labor abroad, including throughout the Caribbean,