

identify victims of trafficking among vulnerable populations, such as foreign workers, and the government continued to provide protective services to victims. The QFCHT continued to distribute a manual to law enforcement, immigration authorities, and social service providers on procedures to proactively identify victims of trafficking. The QFCHT continued to operate a trafficking shelter for women and children, which provided access to medical and psycho-social care, social services, rehabilitation and reintegration programs, repatriation assistance, and legal aid. Victims had the right to leave the shelter without supervision, and victims were able to access the shelter even if their employers had filed charges against them. The shelter also provided long-term housing during judicial proceedings, and shelter residents were able to earn an income through work at the shelter's rehabilitation center. The shelter assisted 40 female suspected trafficking victims, some of whom were victims of forced labor, during the reporting period. The government continued to use its national victim referral system to coordinate victim identification and referral efforts between government authorities and non-government organizations. Government officials, including police, public prosecutors, and other government ministry officials, reportedly referred some trafficking victims to the shelter in this reporting period.

While some officials encouraged victims to participate in the prosecution of trafficking offenders, other officials did not equate involuntary labor exploitation with human trafficking. Under Qatar's sponsorship law, employers, also known as sponsors, had the unilateral power to cancel workers' residency permits, deny workers' ability to change employers, report a worker as a runaway to police authorities, and deny workers permission to leave the country. As a result, some workers were afraid to report abuses or assert their rights for fear of reprisal. Victims of trafficking were often punished for unlawful acts they committed as a direct result of being subjected to human trafficking; specifically, Qatari authorities regularly arrested, detained, and deported potential trafficking victims for immigration violations and running away from their employers or sponsors. Ministry of Interior officials interviewed all detainees in the deportation center and were required to determine whether the workers were victims of trafficking and offer them protection. However, some victims occasionally languished in detention centers for up to six months because of debts owed or, more rarely, employers filed false charges of theft against them. The costs of legal representation under these circumstances were borne by the worker but were often waived by the government due to inability to pay. Domestic workers, who were not covered under the provisions of the labor law, continued to face difficulties seeking legal redress for abuses through civil court action. For example, civil suits could only be filed against an employer for that employer's failure to meet his/her financial obligations to the domestic worker; in practice, civil suits were rare but have increased in number. Trafficking victims had the option to remain in the country during judicial proceedings or request an immediate exit visa. The government and the QFCHT also transferred sponsorships and assisted in job placement for some victims who chose to remain in Qatar. The government did not offer most foreign trafficking victims legal alternatives to their removal to countries where they may face retribution or hardship.

Prevention

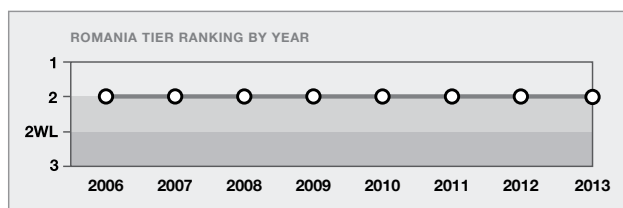
Qatar made significant progress in preventing trafficking in persons during the reporting period through raising public awareness of human trafficking and implementing its National Plan for Combating Human Trafficking for 2010-2015; however, the government did not reform Qatar's sponsorship law, which contributes to forced labor in the country. The QFCHT continued to conduct anti-trafficking awareness campaigns, and it published trafficking awareness materials for foreign workers in multiple languages. The QFCHT also hosted a regional conference with 300 participants from Arab countries to discuss human trafficking trends, and the government strengthened ties with labor-sending countries to collaborate on ways to combat trafficking. In October 2012, the QFCHT launched the National Alliance to Combat Human Trafficking, which brought together civil society and government agencies to collaborate on anti-trafficking efforts. The government also established an anti-trafficking hotline in October 2012, though it was unclear how many trafficking victims were identified through the hotline. The government routinely inspected and monitored recruitment companies and actively sought to punish companies that were found making fraudulent offers or imposing exorbitant fees in selling visas. Through a series of raids conducted by the Ministries of Interior and Labor, the government blacklisted 8,000 companies for labor law violations and cancelled the registration of 15 recruitment firms in 2012. The government also reported convicting two individuals for selling forged work visas in this reporting period. The government did not, however, systematically investigate companies to prevent passport withholding. Although the sponsorship law requires an employer to secure a residence card for laborers within seven days, reports indicated that this sometimes did not happen; this restricts migrant workers' mobility and impedes their ability to access health care or lodge complaints at the labor department. The government publicly called for adherence to Islamic principles in an effort to reduce the demand for commercial sex acts and to prevent child sex tourism of Qataris traveling abroad.

ROMANIA (Tier 2)

Romania is a source, transit, and destination country for men, women, and children subjected to forced labor and women and children subjected to sex trafficking. Romanians represent a significant source of trafficking victims in Europe. Romanian men, women, and children are subjected to forced labor in agriculture, domestic service, hotels, and manufacturing, as well as forced begging and theft in European countries, including Austria, Azerbaijan, Cyprus, the Czech Republic, Denmark, France, Germany, Greece, Italy, Lithuania, the Netherlands, Norway, Poland, Slovakia, Slovenia, Spain, Sweden, Switzerland, and the United Kingdom. Men, women, and children from Romania are victims of forced prostitution in European countries, including Belgium, Cyprus, Finland, France, Germany, Greece, Hungary, Malta, the Netherlands, Portugal, Slovenia, Spain, Sweden, and Switzerland. Children likely represent at least one-third of Romanian trafficking victims. Traffickers who recruit and exploit Romanian citizens are overwhelmingly Romanian themselves, typically seeking victims from the same ethnic group or within their own families. Frequently, traffickers exploit victims within Romania before transporting them abroad for forced prostitution or labor. The Romanian government reported increasing sophistication

among Romanian criminal groups, including the transportation of victims to different countries in Europe in order to test law enforcement weaknesses in each. Romania is a destination country for a small number of foreign trafficking victims, including sex trafficking victims from Moldova and labor trafficking victims from Bangladesh and Serbia. Romanian girls and boys, particularly those whose parents work abroad, are vulnerable to sex trafficking throughout Romania. The government and NGO representatives noted an increase in the number of disabled victims.

The Government of Romania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to identify a large number of victims and coordinated a national referral mechanism to ensure that police refer victims to appropriate care. Nevertheless, for a fourth consecutive year, the government did not provide funding to NGOs offering assistance to trafficking victims, and did not offer specialized shelter services in Bucharest for adults and children. Trafficking prosecutions and convictions increased significantly during the reporting period, and the government continued to sentence a high proportion of convicted offenders to prison terms. The Government of Romania's central coordinating body on anti-trafficking efforts implemented several creative public awareness campaigns during the year.



Recommendations for Romania: Restore government funding for trafficking victim assistance programs, including grants for NGOs providing service to victims; improve the quality of victim services, ensuring that psychological care, rehabilitation, and other victim assistance provide substantive care; construct a trafficking-specific shelter for repatriated victims in Bucharest; remove non-security related restrictions on victims' movements while housed in government-funded shelters; improve efforts to identify potential victims among vulnerable populations, such as undocumented migrants, foreign workers, Roma, and children involved in begging or prostitution; vigorously investigate and prosecute acts of trafficking-related complicity allegedly committed by government officials, and punish officials convicted of such crimes with prison sentences; improve the reporting of data on trafficking crimes prosecuted under Law No. 678/2001 and other relevant laws by disaggregating sex and labor trafficking offenses; consider offering foreign trafficking victims the right to work during the duration of their temporary residence permits; continue to provide victim sensitivity training for police and judges; and establish a national rapporteur to provide regular independent evaluations of national policies.

Prosecution

The Romanian government significantly improved its anti-trafficking law enforcement efforts during the reporting period, conducting a high number of prosecutions and partnering with European counterparts on joint investigations. Romania prohibits all forms of trafficking in persons through Law No.

678/2001, which prescribes penalties of three to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. In 2012, Romanian authorities investigated 867 human trafficking cases, in contrast to 897 cases investigated in 2011. The government prosecuted 667 and convicted 427 trafficking offenders in 2012, compared with 480 offenders prosecuted and 276 convicted in 2011. The government does not separately compile statistics for sex and labor trafficking. Reflecting on the prevalence of child victims, 255 of the 427 convictions were tried under the "trafficking in minors" article of the anti-trafficking law, as opposed to the more generalized "trafficking in persons" article. The government reported that approximately three-quarters of the convicted trafficking offenders—334 of 427—were sentenced to some time in prison, receiving terms ranging between one and 15 years' imprisonment. The government gave specialized anti-trafficking training to police officers, although reports indicated that the training did not adequately emphasize that trafficking victims should not be prosecuted for any unlawful acts they commit as part of being trafficked. During the year, Romanian officials participated in 94 joint trafficking investigations in partnership with counterparts in several European countries. In contrast to 2011, when no suspects were extradited from Romania, the government extradited 16 suspects for trafficking crimes in 2012. The government did not report investigating, prosecuting, or convicting any government employees for trafficking-related complicity.

Protection

The Government of Romania demonstrated weak efforts to protect and assist victims of trafficking during the reporting period, although victim identification remained high. The government reported the identification of 1,041 victims in 2012, compared with 1,043 victims identified in 2011. Sexually exploited victims numbered 526, approximately half of the total, whereas 410 victims were subjected to labor trafficking. Other victims were forced into begging, theft, or pornography. The prevalence of children in the victim population increased from 319 to 370 in 2012. Of the total number of victims, 492 were subjected to internal trafficking.

For the fourth consecutive year, the government failed to provide funding to NGOs offering protection services to trafficking victims. The continued lack of funding has reduced the level of assistance available from NGOs. The government continued to operate its national victim identification and referral mechanism, which provided formal procedures for victim referrals between law enforcement and other institutions. In 2012, the government referred 352 trafficking victims to care facilities for assistance; in 2011, 417 victims received government-funded services. Local governments financed and operated shelters, some of which were trafficking-specific. In 2012, these facilities provided shelter to 112 trafficking victims. NGOs reported that lack of freedom of movement was a significant issue in these shelters. Depending on the particular situation, trafficking victims received psychological services, school reintegration, training, legal advice, and health care. During the year, some government-funded psychological assistance reportedly was not consistently adapted to trafficking victims' needs. No trafficking-specific shelter for adult trafficking victims operated in Bucharest, the country's largest city, creating an assistance gap for victims identified in the capital or arriving there in the course of repatriation. The government maintained six transit centers for child victims

located near international border crossings, although child victims identified abroad were often repatriated by plane via the airport in Bucharest. The government provided non-specialized care for child victims at emergency reception centers for abused children, which are located in each of the 41 counties and six administrative districts of Bucharest. The government continued to operate a trafficking-specific hotline, which allowed officials to identify victims and refer them to care. During the reporting period, the government fined some sex trafficking victims for prostitution. Romanian law permitted foreign victims a 90-day reflection period to remain in the country, though the government did not report the number of victims granted this reflection period. Third country national victims of trafficking could receive a temporary residence permit to remain in the country until the completion of a prosecution, although they were not allowed to work in Romania during the time of their residence permit. Romanian trafficking victims participated in criminal prosecutions at a high rate; in 2012, 600 victims participated as an injured party in a trial and 205 victims testified, compared to 882 victims participating in 2011 and 123 testifying.

Prevention

The Government of Romania improved its prevention efforts through continued robust awareness campaigns and coordination of a national strategy and action plan to combat trafficking. The National Agency against Trafficking in Persons continued to coordinate anti-trafficking policies and the national referral mechanism. During the reporting period, it worked with NGOs to develop a new national strategy against trafficking in persons for the period 2012-2016 and the action plan for 2012-2014. The government implemented six national and regional public awareness campaigns and 36 local campaigns in 2012. These campaigns were visible in primary schools, high schools, bus advertisements, televisions in metro stations, movie theaters, and on the internet. A 2006 modification to the country's criminal code newly prohibited Romania-based recruitment companies from facilitating the exploitation of citizens abroad, yet the government has never punished a company for trafficking-related acts. The government did not report specific efforts to reduce the demand for commercial sex acts.

RUSSIA (Tier 3*)

Russia is a source, transit, and destination country for men, women, and children who are subjected to forced labor and sex trafficking. Labor trafficking remains the predominant human trafficking problem within Russia; the Migration Research Center estimates that one million people in Russia are exposed to "exploitative" labor conditions characteristic of trafficking cases, such as withholding of documents, nonpayment for services, physical abuse, or extremely poor living conditions. During the year, workers from Russia and other countries in Europe, Central Asia, and Asia, including Vietnam and North Korea, were subjected to conditions of forced labor in Russia. Instances of labor trafficking have been reported in the construction, manufacturing, agriculture, repair shop, grocery store, and domestic service industries, as well as forced begging and narcotics cultivation; there were a number of cases discovered during the last year in textile or garment factories. In some of the labor trafficking cases throughout the country, foreign workers died while locked

in factories or employer-provided housing. In a factory in the Moscow suburbs, textile workers were beaten, poorly fed, refused medical care, and prohibited from leaving the factory. Human Rights Watch reports that construction of facilities for major events drew estimated tens of thousands of migrant laborers to Russia; Human Rights Watch also documented that employers of construction projects related to the upcoming Winter Olympic Games in Sochi withheld pay, disregarded contracts, and seized passports and work permits to keep workers in conditions of exploitation. There is anecdotal evidence of Russian police officers allegedly facilitating trafficking, including by returning trafficking victims to their exploiters, and of employers bribing Russian officials to avoid enforcement of penalties for engaging illegal workers. North Korean citizens imported under Russian government arrangements with the North Korea government for work in the logging industry in Russia's far east reportedly are subjected to conditions of forced labor. There were also reports of Russian citizens facing conditions of forced labor abroad.

Reports of Russian women and children subjected to sex trafficking both in Russia and abroad continued in 2012. Russian citizens are reportedly victims of sex trafficking in many countries, including in Northeast Asia, Europe, Central Asia, and the Middle East. There were also reports of citizens of European, African, and Central Asian countries being forced into prostitution in Russia.

The Government of Russia does not fully comply with the minimum standards for the elimination of trafficking and has been placed on Tier 2 Watch List for the last nine consecutive years. In the 2011 and 2012 TIP Reports, Russia was granted consecutive waivers from an otherwise required downgrade to Tier 3 on the basis of a written plan to bring itself into compliance with the minimum standards for the elimination of trafficking. The Trafficking Victims Protection Act (TVPA) authorizes a maximum of two consecutive waivers; a waiver is no longer available to Russia, which is therefore deemed not to be making significant efforts to comply with the minimum standards and is placed on Tier 3.

Prosecutions in Russia during the reporting period remained low compared to estimates of Russia's trafficking problem. While the government issued a brochure to raise awareness on trafficking, no other efforts were made to fund a national awareness campaign. An interagency committee was established to address human trafficking issues, but it has not yet met. The city of St. Petersburg allocated a building and signed a memorandum of understanding with the Russian Red Cross to open and operate an eight-bed shelter for the care of trafficking victims in St. Petersburg. When implemented, these efforts have the potential to achieve significant progress in combating human trafficking. During the reporting period, the government had not established any concrete system for the identification or care of trafficking victims, lacking any formal victim identification and referral mechanism, though there were reports of victims being identified and cared for through *ad hoc* efforts. In 2012, the government deported hundreds of labor trafficking victims found in squalid conditions in a Moscow garment factory and levied criminal charges against other trafficking victims allegedly held in servitude for a decade. The government reported minimal efforts to identify or care for the large number of migrant workers vulnerable to labor exploitation, include those preparing for international events.