

# European Crime Prevention Network

## Good practice template

The European Crime Prevention Network (EUCPN) serves as a conduit for good practices in crime prevention. These good practices rely on current evidence and other quality criteria that assist the target groups in selecting effective preventive action to address their own crime problem in their own context. It simultaneously facilitates efforts at knowledge synthesis across projects.

This template serves as a formal framework for extracting information on the nature of potential good practices. All questions are to be completed in English.

**With this completed template, the applicant aims to**

Share good practice for inclusion on the EUCPN's channels (Knowledge centre, newsletter, publications, etc.)

Participate at the European Crime Prevention Award (ECPA)<sup>1</sup>

**The applicant gives permission to publish this information and her/his contact details on the EUCPN's website.**

## **General information**

1. What is the name of the intervention?

KOBRAnet – counselling centre for victims of human trafficking and victims of violence in the name of “honour” in Saxony (Sächsische Fachberatungsstelle für Opfer von Menschenhandel und Betroffene von Gewalt im Namen der Ehre)

2. Country of application

Germany

3. Who is responsible for completing this template?

*Organisation responsible for this application:*

*Contact person: KOBRAnet - Ulrike Richter*

*Address: Postfach 30 11 34  
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*Contact details:*

*E-mail (if possible, add institutional e-mail):*

[u.richter@hillerschevilla.de](mailto:u.richter@hillerschevilla.de) und [info@kobranet.eu](mailto:info@kobranet.eu)

*If different, please provide contact details to ask for additional information:*

4. Timing

*Start date of the intervention: 1/04/1997*

*Is the intervention still running:  Yes  No*

*If not, please provide the end date of the intervention: Click or tap to enter a date.*

5. Where can we find more information about the intervention? Please provide links to the intervention’s website or online reports or publications (preferably in English).

<https://kobranet.eu/>

<https://www.hillerschevilla.de/cms/de/184/KOBRAnet>

6. Please give a **short summary** of the intervention (**Max. 600 words**).

KOBRAnet offers support for victims of human trafficking for the purpose of sexual exploitation and for victims of violence in the name of "honour" within the Free State of Saxony. It is financed in large part by the State Ministry of Justice and for Democracy, Europe and Equality. In addition, KOBRAnet is dependent on services from others (e.g. voluntary interpreting into other languages) or material and/or monetary donations.

KOBRAnet is a non-governmental project with offices located in two cities (Dresden and Leipzig). Their aim is helping the victims to help themselves. For this, women get support in acute emergencies and are encouraged to live independently. The offered help is specific, non-bureaucratic, free of charge and if desired anonymous. If needed, interpreters for different languages can be consulted.

The activities of KOBRAnet are:

- Counselling and support for victims of human trafficking/ violence in the name of "honour"
  - culturally sensitive psychosocial counselling
  - practical and accompanying services, e.g. help with secure accommodation, basic financial security, dealing with authorities, securing residency
  - Information on legal issues
  - Referral to lawyers, doctors, psychologists
  - Support for those wishing to return to their country of origin
- Outreach Work in the prostitution milieu in Saxony
  - Information about the specific help offered by KOBRAnet; education and sensitisation regarding human trafficking and violence in the context of prostitution
  - Offering counselling for people involved in prostitution/ sex work
  - Promotion of the anonymous and free examination services by public health offices (Leipzig, Dresden, Chemnitz)
  - Distribution of information material – multilingual flyers of e.g. KOBRAnet
- Support and accompaniment of victim witnesses in preliminary, criminal and civil court proceedings
  - Preparation for testifying as a witnesses by explaining the German legal system, rights and duties of a witness
  - Psychosocial support during the criminal proceedings
  - Cooperation with the state/ federal police in the area of victim/ witness protection
- Operating of two shelter homes
- Networking and cooperation with authorities and counselling centres
- Education, Public relations and lobbying work

**Description of the crime problem(s) the activity wishes to address**

7. What problem does the intervention wish to address? Please elaborate on its nature, scale, context, involved actors (offenders, victims, other involved parties), causes, risk and protective factors, etc. **(Max. 200 words)**

KOBRAnet is project specifically for victims of human trafficking, violence in the name of "honour" and forced marriage in Saxony. Besides, they are committed within their possibilities to eliminate racial and sexist discrimination and to equate sex workers in the society. They offer counselling, shelter and legal support for the victims.

As human trafficking is often correlated with migration, Saxony is particularly challenged because of the geographic location on the border to Poland and the Czech Republic. In addition to high risk levels of trauma, different languages and cultural influences of the victims often lead to a high intensity of care.

To achieve its goals, KOBRAnet cooperates with e.g. public health offices, police, doctors, lawyers, job centres, reception facilities in Saxony, but also nationwide with e.g. Federal Office for Migration and Refugees or different networks (KOK e.V., OSTnet).

8. Was the problem and its context analysed before the intervention was initiated and in what way (How, and by whom? Which data were used?)? If so, in what way did this analysis inform the set-up and implementation of the intervention? **(Max. 150 words)**

KOBRAnet is based on a project that was carried out and analysed throughout Germany. As part of a three-year model project by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, KOBRAnet was initiated as a specialist advice center for victims of human trafficking and financed with federal funds. The project phase lasted from April 1997 to April 2020.

9. What is/are the objective(s) of the intervention? Please, if applicable, distinguish between main and sub-objectives.<sup>1</sup> **(Max. 150 words)** 70

Main objective of KOBRAnet is to help victims of human trafficking/violence in the name of

<sup>1</sup> **Main objectives** define what changes you desire with respect to the previously defined problem and/or within the target group. In other words, if you achieve these strategic goals, then the project achieves its purpose of preventing and/or reducing crime or fear of crime.

**Sub-objectives** are more short-term and establish the objectives of specific actions. Achieving these goals is necessary to achieve the main objectives.

"honour"/forced marriage in their everyday life to help themselves. In addition to basic human needs such as a safe home, it also contains psychic stabilization and strengthening of the victims.

Sub-objective of KOBRAnet is to raise awareness for the rights of victims, the implementation of this topic in all kinds of networks and public relations.

**Description of the way in which the intervention addresses the identified problem(s) and why it is expected to be effective**

10. What is the target of the intervention? Please motivate your answer (**Max. 150 words**)

- Universal prevention: the intervention targets potential offenders and victims in the general population, or general places or systems.
- Selective prevention: the intervention targets groups whose members have a higher risk of committing deviant behaviour or being victimised, or specific places or systems that are at an increased risk of becoming the scene of a crime.
- Indicated prevention: the intervention targets individuals who are already exhibiting problem behaviour, with the aim of preventing re-offending, or those systems or places that are the scene of crime.

*Motivation:* KOBRAnet is the first project in Saxony that works throughout the state and is explicitly aimed at victims of human trafficking. Other counselling offers are often not specific enough for their needs.

11. How is the intervention expected to achieve its goals on a practical level? In other words, what are the activities of the intervention, its outputs and its outcomes? If possible, you can describe the **Logic Model**<sup>2</sup> of the intervention here. (**Max. 200 words**)

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<sup>2</sup> A **Logic Model** represents the relationship between the project's key activities and the intended outcomes in a way that shows the underlying logic behind the project. It usually presents this relationship in a diagram that plots the resources that the intervention employs (i.e. inputs), the action designed to achieve the outcomes (i.e., activities), the expected and unexpected changes produced by the activities (i.e., outcomes), and the units of service or products (e.g., the number of workshops with young people to prevent juvenile delinquency,

Input	Activities	Outputs	Outcomes
Material and personnel costs	Psychosocial counseling	<ul style="list-style-type: none"> <li>• Building trusting relationships</li> <li>• Psychological stabilization</li> <li>• Integration of traumatic experiences</li> <li>• Development of future prospects</li> <li>• Help for self-help</li> </ul>	self-determined life in freedom
	Creation of safe framework conditions	<ul style="list-style-type: none"> <li>• Sheltered accommodation</li> <li>• Accompaniment to authorities</li> <li>• Accompaniment to the police</li> <li>• Mediation of medicine. Help</li> </ul>	Safety and protection for those affected
	Outreach social work in prostitution places	<ul style="list-style-type: none"> <li>• Information about KOBRAnet's specific support offerings</li> <li>• Information about sexually transmitted diseases</li> <li>• Advertising for the examination services offered by the health authorities</li> <li>• Distribution of multilingual information material</li> <li>• Distribution of condoms etc.</li> <li>• Offer to talk to people who work in prostitution</li> </ul>	Knowledge of support and assistance offers
	Crisis intervention	Psychological stabilization and prevention of self-harm	Ability to act and cope with everyday life
	Project on the topic of lover boys in schools	<ul style="list-style-type: none"> <li>• Raising awareness</li> <li>• Knowledge transfer</li> <li>• Exchange</li> </ul>	<ul style="list-style-type: none"> <li>• Adequate handling of relevant situations</li> <li>• Security of action</li> <li>• Knowledge of help options</li> </ul>
	Shelter apartment	Sheltered accommodation	Safety and protection for those affected
	Networking	<ul style="list-style-type: none"> <li>• Networking with other support services, authorities, lawyers</li> <li>• Raising awareness of the topic</li> <li>• Exchange on the topic</li> <li>• Referral of clients</li> </ul>	Expansion of support offers for those affected

12. How is the intervention expected to have an effect on the identified problem? In other words, is the intervention based on any particular **crime**

the number of talks with elderly people to prevent victimisation through fraud and theft, etc.) that the activities generate (i.e., outputs).

**prevention/reduction mechanism(s)<sup>3</sup> or principle(s)?** Please, also explain if and how the activation of this/these crime prevention mechanisms is dependent on the particular context of the intervention (**Max. 200 words**)

- Educational work on the subject of lover boys - young people should be sensitized so that they don't fall for the tricks. (Loverboy method: young people, mostly girls, are brought into prostitution under the illusion of a love relationship)
- Educational work on the topic of violence in the name of "honor" – young people should be informed about their rights and advice and support options will be presented.
- Public relations – raising awareness and educating the public regarding the issues of human trafficking, voluntary sex work and violence in the name of "honor"
- Creation of obstacles to the commission of crimes - Through regular outreach work in prostitution establishments, pimps and operators take advantage of the work of the advice center. This can also lead to them feeling like they are being watched and there may be fewer crimes committed.

### **Description of outcome evaluation results or indications of theoretical plausibility**

13. Has there been an outcome<sup>4</sup> or impact<sup>5</sup> evaluation? and what were the main results? Please, also describe which indicators were used to measure the effects of your intervention. (**Max. 300 words**)

A specific outcome and impact evaluation was not carried out.

14. If applicable, please provide more information on the quality of the evaluation(s). For example: who conducted the evaluation (internally or externally?), what evaluation approach (pre-post-test design, randomised

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<sup>3</sup> **Mechanisms** are how the intervention has its effects on a particular problem, within a specific context. For a list of potential mechanisms, see final page of this document.

<sup>4</sup> **Outcome evaluation:** Measures the **direct effect** (i.e., extent of the changes) **of the intervention on the target group, population, or geographic area**. The information produced by the outcome evaluation determines at what level the **objectives were achieved**.

<sup>5</sup> **Impact evaluation:** Measures **long-term effects** of the intervention on the target group, as well as **indirect effects** on the broader community. The information produced by the impact evaluation determines at what level the **ultimate goals** of the intervention were achieved.

controlled trial, theory-based evaluation,...) was selected, what data and data collection method(s) were used, etc. **(Max. 150 words)**

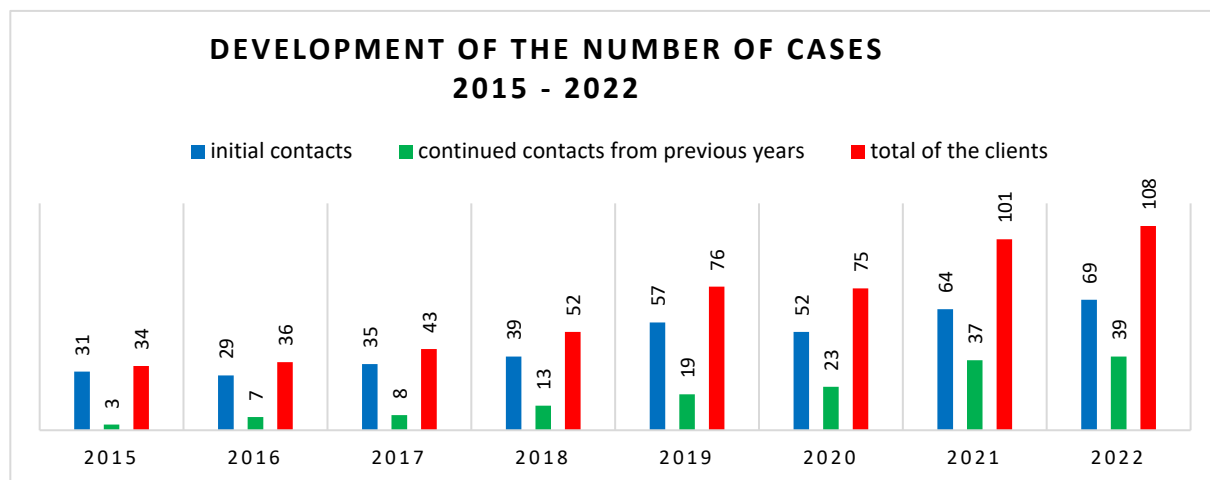
Before KOBRAnet could be transferred to the financing of the state of Saxony, an external evaluation of the project was carried out in 2003/2004.

Since KOBRAnet has developed significantly in terms of content over the past 20 years, the results will not be used here. A more recent external evaluation is not available.

15. If no outcome or impact evaluation has been conducted, are there any theoretical indications that the intervention might be successful? If applicable, please motivate these indications. **(Max. 150 words)**

Since KOBRAnet has been financed by the state of Saxony, the advisory center has submitted an annual factual report including statistics to the responsible ministry and the Saxony Municipal Social Association.

KOBRAnet has recorded a continuously increasing number of cases since 2015 - see the following statistics:



The reasons for this lie in the following points:

- Improved cooperation with law enforcement authorities- Improved cooperation with the Federal Office for Migration and Refugees
- Good regional and national networking
- Expansion of outreach social work in Saxon prostitution centers
- Improved financial resources and increased staff

Clarification of the topic of outreach social work:

Since 2015, KOBRAnet has been regularly carrying out outreach social work in prostitution centers in Saxony. Specifically, these include visits to apartments, brothels, warehouses,



massage and sauna clubs.

Aim of this intervention:

- Information about KOBRAnet's specific support offerings as well as education and awareness-raising regarding human trafficking and violence in the context of prostitution
- Information about sexually transmitted diseases
- Advertising for the examination services offered by the health authorities
- Distribution of multilingual information material
- Distribution of condoms and soft tampons
- Offer to talk to people who work in prostitution

16. Has a cost-benefit analysis<sup>6</sup> been carried out? If so, describe the results of this analysis, including how and by whom it was carried out. (**Max. 150 words**)

No cost-benefit analysis was performed.

### **Description of the nature of the intervention, its original context, and its implementation**

17. What are the costs of the intervention in terms of finances, material and human resources? If needed, please provide an adequate timeframe to contextualise the costs (e.g. cost per participant, cost per month of keeping the project running, cost including/excluding personnel costs) (**Max. 150 words**)

Costs of the 2022 measure:

The total expenditure during this period amounted to EUR 296,930, of which EUR 287,480 was covered by the Free State of Saxony and the remaining EUR 9,450 was raised through own funds.

The personnel costs amounted to EUR 213,174 and the material costs amounted to EUR

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<sup>6</sup> **Cost-benefit analysis:** A type of economic evaluation that compares the direct and indirect cost of the resources employed in the intervention, with the equivalent economic value of the benefits. If no outcome evaluation has been conducted, a cost-benefit analysis is simply not possible.

83,756.

**Staff:**

The specialist advice center has 3,875 positions, which are spread across five employees - 2 full-time employees and 3 part-time employees.

**Protective housing:**

KOBRAnet has been running a shelter in Leipzig since 2018 and a shelter in Dresden since 2023. The rental costs are part of the material costs.

**Offices:**

Due to its activities throughout Saxony, KOBRAnet has two branches - an office in Dresden and an office in Leipzig. The rental costs are part of the material costs.

18. Were external reviewers, evaluators or researchers involved in the evaluation, and if so, what was their role in the evaluation? (**Max. 150 words**)

No external reviewers, evaluators, or researchers were involved in the evaluation.

19. Which partners or stakeholders are involved in the intervention and why? What is the level of their involvement? What was their role in the evaluation? How well does this partnership function in practice? (**Max. 200 words**)

The work of KOBRAnet would be unthinkable without continuous supra-regional networking.

Against this background, three networks in which the KOBRAnet specialist advice center is integrated should be particularly highlighted:

Nationwide Coordination Group Against Human Trafficking (KOK)

The non-governmental organization KOK e.V. is an association of specialist advice centers for those affected by human trafficking, women's organizations and other organizations that work on the topics of human trafficking and violence against migrant women\*.

OSTnet

This association of specialist advice centers from the eastern German states is dedicated to the problem of combating human trafficking specifically in this region. The aim of the network is to both strengthen and use the skills of the specialist advice centers by exchanging experiences and bundling existing resources.

LAG violence-free home Saxony

The Saxon women's shelters are very important cooperation partners for the specific work of KOBRAnet, as clients in need of help are regularly accommodated in them and looked

after by the specialist advice center.

At the regional level, participation in various regional networks on the subject of prostitution continues to be very important. Six networks should be mentioned in this context:

- AK Prostitution in Dresden
- AK Prostitution in Chemnitz
- AK Prostitution in Leipzig
- AK Sex Work in Leipzig
- Streetwork network meeting in Leipzig
- Streetwork Chemnitz network meeting
- AG Victim Protection Dresden

Particularly noteworthy is the cooperation with the Saxon police. There has been a cooperation agreement between KOBRAnet and the Saxon Police since 2007, which was last revised in 2022.

Content: Problem definition, basic understanding of collaboration, responsibilities, process organization

The collaboration with the different cooperation partners is discussed and reflected verbally at irregular intervals.

20. Describe the implementation of the intervention's activities and its outputs<sup>7</sup>.

**(Max.200 words)**

Results of the intervention measures – it shows how many people were reached in each case.

Contents/topics of advice, support and support in 2022	Number of cases
Case-specific advice (including collegial advice on inquiries)	108
Accommodation – in a women's shelter or apartment	16
Assistance with finding accommodation and moving	8
Support with official matters	42
Arrangement of additional supportive offers (debt advice, family help, school offers, etc.), possibly accompaniment to appointments	25
Accompaniment to doctors and therapists	15
Clarification of legal questions, if necessary referral of lawyers	29

<sup>7</sup> **Outputs** refer to the units of service or products (e.g., the number of workshops with young people to prevent juvenile delinquency, the number of talks with elderly people to prevent victimisation through fraud and theft, etc.)

Referral/handover to another aid organization	15
Psychosocial process support	9
Support when leaving the country or returning to your country of origin	3
Contact with police stations, accompaniment to interrogations	19
Accompaniment to the BAMF interview	4
Contact with consulates, accompaniment to on-site appointments	5

Outreach social work – number of contacts:  
2018 – 886 people  
2019 – 1001 people  
2020 – 200 people  
2021 – 76 people  
2022 – 349 people  
The corona pandemic led to a collapse in the number of contacts. In addition, due to the Corona pandemic and the introduction of the ProstSchG, sex work has shifted to areas that are no longer easily accessible (e.g. holiday apartments).

21. Has there been a process evaluation<sup>8</sup> and what were the main results?

Please, also describe what indicators were used to measure the implementation of your intervention? **(Max. 300 words)**

No process evaluation was conducted.  
The results and progress of the project are regularly reflected and evaluated within the project.

22. If applicable, please provide more information on the quality of the evaluation(s). E.g., what data and data collection method(s) were used, what research methodology, etc. **(Max. 150 words)**

- not applicable -

23. What, if any, contextual factors/circumstances may have caused this project succeed in your own country/region/locality that won't necessarily exist when practitioners in other places try to replicate it? If applicable, mention

<sup>8</sup> **Process evaluation:** A process evaluation documents **how the activities were implemented** in order to determine any deviations from the original planning. It facilitates finding explanations for when the results of the intervention are not as expected.

organisational, institutional, and socioeconomic contextual factors. **(Max. 150 words)**

Three contextual factors can be identified that contributed to the success of the project.

1. Membership in the nationwide coordination group against human trafficking (KOK).

The KOK is committed to combating human trafficking at national and international levels, it is very active politically and supports the goals of the specialist advice centers. In addition, it is an important service point for the specialist advice centers in Germany - for example, it provides extensive materials on the subject and provides regular information about relevant developments.

2. Cooperation agreement between the Saxon police and the specialist advice center KOBRAnet

There has been a cooperation agreement between the above-mentioned partners in the state of Saxony since 2007 (last revised in 2022). This regulates the basic understanding of cooperation, different responsibilities and the process organization.

These specifications are helpful and useful for practical cooperation with the police.

3. OSTnet (see point 19)

The special conditions and challenges in the eastern German federal states can be discussed in this committee. In addition, there is often close cooperation in practical work and joint activities are planned and carried out.

### **Additional ECPA questions**

24. How is the intervention innovative in its methods and/or approaches? **(Max. 150 words)**

KOBRAnet started as an innovative project because it recognized a supply gap in the state of Saxony and actively worked to close it. In the 1990s, the phenomenon of human trafficking was largely unknown and received little attention. It was not on Saxony's political agenda.

As a result, the project was successfully transferred to state funding and steadily expanded.

The project continues to be innovative because it reacts to current developments and

seeks solutions.

Example from the recent past:

- Supporting sex workers during the corona pandemic. The prostitution ban and travel restrictions put many in emergency situations. That's why a WhatsApp campaign was carried out so that we could continue to offer advice. Food parcels were also distributed.
- At the beginning of the Ukrainian war, information flyers for refugee women were distributed. Warnings were given about sexual exploitation and human trafficking and support was offered.
- Development of a training program regarding the Loverboy method. Can be used for people who work in youth work and for school classes.

25. How is the intervention relevant for other Member States? (**Max. 150 words**).

Regardless of the legal requirements regarding prostitution that exist in the individual member states, the issue of human trafficking is relevant for everyone.

The issue of violence in the name of "honor" is also relevant in all member states.

It is important to keep an eye on both subject areas throughout the European Union and to sustainably and cross-border improve the situation of those affected, who are often affected by human rights violations.

## List of potential crime prevention mechanisms<sup>9</sup>

- **Establishing and maintaining normative barriers to committing criminal acts**
  - e.g. 'Offenders, we are watching you' campaigns
- **Reducing recruitment** to criminal social environments and activities by eliminating or reducing the social and individual causes and processes that lead to criminality
  - e.g. social and financial support for disadvantaged families
- **Deterring** potential perpetrators from committing crimes through the threat of punishment
  - e.g. decreasing the time between arrest and punishment
- **Disrupting** criminal acts by stopping them before they are carried out
  - e.g. increasing police patrols in vulnerable areas
- **Protecting vulnerable targets** by reducing opportunities and make it more demanding to carry out criminal acts
  - e.g. placing locks and cameras
- **Reducing the harmful consequences** of criminal acts
  - e.g. initiatives to recover stolen goods
- **Reducing the rewards** from criminal acts
  - e.g. restorative justice programmes
- **Incapacitating** (or neutralising) perpetrators by denying them the ability (capacity) to carry out new criminal acts
  - e.g. imprisonment of key gang members
- **Encouraging** desistance from crime and rehabilitating former offenders so they are able to settle back into a normal life
  - e.g. prison rehabilitation programs



This tool was funded by the European Union's Internal Security Fund — Police.

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<sup>9</sup> T. Bjørgo, *Preventing Crime: A Holistic Approach*, Basingstoke: Palgrave Macmillan, 2016.