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Trafficking in human beings within the EU policies & practices

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Preface

The sixth toolbox in the series published by the EUCPN Secretariat focuses on the main theme of the Italian Presidency and the 2014 Best Practice Conference, which is 'Prevention of Trafficking in Human Beings'. The first part of the toolbox presents an overview of the existing policies and legislative measures on the international level, with a particular focus on the EU. In the second part, Prof. Carchedi discusses what the EU Member States are currently doing to prevent Trafficking in Human Beings.

The third and fourth part focusses on the good and promising practices which were submitted by 20 Member States to compete in the 2014 European Crime Prevention Award (ECPA). Four participating experts, who were invited by the EUCPN Secretariat, give their view on the good practices which were presented in their workshop. This is followed by relevant conclusions which were formulated by them in the final round of the Conference. Finally, an overview of all submitted ECPA projects can be found in the last part of the toolbox.

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The EUCPN Secretariat

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Introduction

Trafficking in human beings is a phenomenon which is discussed in many international agencies and institutions. As a consequence, it can be said that there already exists an extensive framework to tackle the phenomenon. Nevertheless it stays a hidden crime; there are reliable data but it is considered only the top of the iceberg. There are still too many victims in all parts of the world. Therefore, it is not enough to purely use reactive measures; more attention needs to be paid to the prevention of trafficking in human beings. Therefore this toolbox is being developed to bring together the efforts made at the EU, national, and local level to prevent and combat trafficking in human beings. These include the legislative and policy measures which set the framework in which national and local actors (NGOs, civil society, government administrations,...) need to work. At the same time, the toolbox wants to disseminate and promote the important work which is being done by the EU Member States.

As usual, the toolbox is primarily written for local policy-makers and practitioners who may be confronted with these issues in their daily work. In part 3 and 4 some examples of practices implemented in various Member States are further explored. By doing this, the toolbox aims to build up and exchange practical knowledge and know-how and to inspire people working in the field of trafficking in human beings to learn from each other.

Toolbox elements

As usual, the theme of the EUCPN toolbox is explored from various perspectives, bundling as much information and knowledge as possible in an easy-to-read document for policy-makers and practitioners². This sixth toolbox in the series consists of four parts:

Thematic paper – the first part of the toolbox is a general introduction to the theme of trafficking in human beings. It builds on existing research and provides information on how legislative and policy measures are developed in the international level and in particular in the EU to prevent and combat this issue. It offers the framework for the next parts of the toolbox.

Policy measures in the EU Member States – In this second part of the toolbox will look at what the EU Member States do with the international conventions. This is especially important since the international conventions are general guidelines. It is up to the countries to implement them into their policies and their legislation, this has as a consequence that there can be much variation between the policies and legislation of countries.

Good and promising practices – the third part zooms in on the discussions and conclusions of the Best Practice Conference and the European crime Prevention Award. Four experts each give their views on the good practices presented in the Best Practice Conference. Furthermore some provisional conclusions are drawn up about the positive aspects of the good practices as well as some challenges for the futures.

Examples from practice – one of the aims of the EUCPN is to stimulate the exchange of good practices between Member States. The fourth and final part of the toolbox, therefore, contains all 2014 European Crime Prevention Award entries.

² For the other EUCPN toolboxes, see: <http://www.eucpn.org/library/results.asp?category=32&pubdate=>

Part 1

Trafficking in human beings within the EU – policies & practices

Trafficking in human beings within the EU – policies & practices

Tackling domestic violence in the EU – policies & practices

Introduction

The aim of this thematic paper is to give a general introduction to how the prevention and fight against trafficking in human beings (hereafter THB) is done by the international organizations and the EU.

In the first paragraph we will give a definition of THB; however we will not go into the numbers of THB or the theoretical approach. More information on THB as a phenomenon can be found in the Theoretical paper produced by the EUCPN secretariat '*Trafficking in Human Beings: a global and European overview*'. After this general information, we will look at the need to adopt efficient measures against THB. In this part, we will look at the means to combat the roots of THB and at the need for protection and assistance of the victims. This thematic paper will then be concluded by looking at the different means to combat THB. Within this paragraph we will divide our attention to the main international weapons against THB and the legislation and policies of the EU.

The focus of this thematic paper is on international policy. It offers the broader framework for the toolbox' second and third part in which some concrete examples of Member States' existing practices to tackle trafficking in human beings will be discussed.

A hidden and hardly detectable crime

One of the biggest problems encountered when it comes to THB is the lack of knowledge and reliable data³. Due to its clandestine nature, authorities know that most of the THB cases do not reach them and remain unreported. This is due to the fact that victims prefer to remain silent as they fear the consequences. It entails that quantitative data concerning trafficking are only estimations and do not necessarily represent the reality. Thus it is important to keep some distance with the data about human trafficking⁴. Even when data are available, some countries do not allow disaggregation (gender, age, country of origin, etc.) making these data not always meaningful. For example, trafficking for sexual exploitation is the most recognized form of trafficking, which can explain why it is the most represented in the European data. In addition, these data are more revealing of the effectiveness of the law enforcement authorities than of the real extent of the phenomenon⁵. This is consistent with the fact that many victims of trafficking are not identified as such and, when they are arrested, traffickers are often punished for less serious crimes and victims are also punished: prostitution, illegal immigration and employment, etc.

³ UNODC, Global Report on Trafficking in Persons 2012, retrieved from <http://www.unodc.org/unodc/data-and-analysis/glotip.html>

⁴ ILO, Global Estimate of Forced Labour: Results and methodology (2012), retrieved from http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_182004.pdf

⁵ UNODC, Report on Trafficking in Persons: Global Patterns (2006), retrieved from http://www.unodc.org/pdf/traffickinginpersons_report_2006-04.pdf

Furthermore, definitions of human trafficking vary from one country or organization to another, despite the definition given by the Palermo Protocol. This means that data about THB do not always cover the same situations. The UNODC (United Nations Office on Drugs and Crime), which is responsible for implementing the protocol, defined THB as follows: *“‘Trafficking in persons’ shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs”*⁶. This is the first internationally recognised definition of THB. In which *“‘means of coercion’ include but are not limited to the confiscation of identity documents, mostly for trafficked migrants, violence or threat of violence (physical as well as psychological), financial dependency and debt bondage, fear and isolation”*⁷. This definition will be used throughout the toolbox.

A need to adopt efficient measures against trafficking

Before we look at the different measures taken by the international institutions, with a particular focus on the EU, we will first look at how measures against THB can be efficient and why that is.

So general reservations can be stated as follows; a human rights-based approach should always be used when dealing with THB. Anti-trafficking measures should not attack the victims or the rights of all people without sufficient justification and without regard to the degree of risk of trafficking. To that end, authorities should make sure that anti-trafficking measures do not unknowingly facilitate THB, for example by increasing the dependency of migrants in their employers: when a visa is delivered for a precise job, the loss of this job renders the visa invalid and the worker becomes an illegal migrant, so the employer has a great power on the employee. This is especially true for domestic migrants working for diplomats⁸.

Legislation should also ensure international standards to prevent THB, to control the borders but still permitting safe migration opportunities. Identity and travel papers should be made in a manner that they cannot be falsified, altered or misused and corruption should be severely punished⁹. Finally, a harmonization of the THB definition is also desirable. Moreover, next to the general needs, a country always needs to look at the situation and characteristics of the phenomenon within their country. Policies and actions should be tailor-made to these aspects.

⁶ Article 3 of the UNO Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (2000) retrieved from: <http://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf>

⁷ OSCE (2010), report of the Tenth Alliance against Trafficking in Persons Conferenc: Unprotected Work, Invisible Exploitation : Trafficking for the Purpose of Domestic Servitude, Retrieved from <http://www.osce.org/secretariat/75804?download=true>

⁸ OSCE, Occasional Paper Series no.4: Unprotected Work, Invisible Exploitation : Trafficking for the Purpose of Domestic Servitude (2010): <http://www.osce.org/secretariat/75804?download=true>

⁹ UNODC, International Framework for Action To Implement the Trafficking in Persons Protocol (2009): http://www.unodc.org/documents/human-trafficking/Framework_for_Action_TIP.pdf

Means to combat the roots of trafficking

It is stated that the most effective way to fight against THB is to combat its roots; this means the conditions that can lead people to be trafficked. In regards to this, it is necessary to reduce vulnerability and to help the vulnerable populations to avoid harmful situations. The principal actions that should be carried out are the fight against poverty and unemployment, discrimination and exclusion, a further gender equality to reduce vulnerability of people and to avoid a too restrictive immigration legislation, which could decrease the number of illegal and thus highly dependent workers¹⁰. Furthermore more convictions of traffickers and the confiscation of their profits of the crime can have a dissuasive effect on future traffickers since this could create a picture that crime does not pay off¹¹.

Moreover, the demand should also be addressed as a root of trafficking in the destination countries. Concerning the trafficking for purpose of forced labour, the reduction of the demand can be assured in increasing the risk for the traffickers of being caught, by inter alia making regular work inspections or pressuring the employers by threats of boycotts and of a bad image. For the sex-trade, criminalizing the costumers and not the prostitute can reduce the demand and thus the trafficking for sexual exploitation, even if it is not automatic¹².

Furthermore, awareness-raising should be further developed, thanks to widespread campaigns, education, etc¹³. The general public as well as particularly vulnerable populations (immigrants, minorities, children, women, etc.) should be aware of what THB is and of their rights in order to avoid victimization or to be able to stand against it if necessary. For example, illegal migrants are most of the time afraid to go see the police if they are trafficked, even if there are laws to protect victims, because they are not aware of these laws and think they are the criminals. Most of the time trafficked people find themselves defenceless (they have no identity papers, different language, wary of talking to the authorities, do not know where they can seek for help, etc.) and traffickers take advantage of that. Raising awareness can also deter people to use the services of trafficking victims when they acknowledge that the punishments and risks are bigger than the potential profits of employing trafficked workers.

Protection and assistance to the victims

A major way to protect the victims of trafficking is to improve their identification. Indeed, identification of trafficked victims is a huge challenge for the authorities because of the numerous forms the exploitation can take, its hidden patterns and the difficulty to find sufficient evidence to confirm a presumed trafficking case. Trainings to detect and identify victims of trafficking addressed to law enforcement officers and other people likely to enter into contact with them can also be effective¹⁴. Handbooks or others Toolboxes have been set up in order to help law enforcement authorities and practitioners to identify and to interact with trafficking victims. One

¹⁰ ICMPD, Guidelines for the Development and Implementation of a Comprehensive National Anti-Trafficking Response (2006): http://www.childtrafficking.com/Docs/icmpd2_061106.pdf

¹¹ UNODC, Global report on trafficking in persons 2014, Austria, 2014, p.53

¹² OSCE, Analysing the Business Model of THB to Better Prevent the Crime (2010), retrieved from <http://www.osce.org/secretariat/69028?download=true>

¹³ UNODC, Human Trafficking in the Baltic Sea Region: State and Civil Society Cooperation on Victims' Assistance and Protection, retrieved from http://www.unodc.org/documents/human-trafficking/CBSS-UNODC_final_assessment_report.pdf

¹⁴ OSCE, Enhancing Co-operation to Prevent Trafficking in Human Beings in the Mediterranean Region (2013), retrieved from <http://www.osce.org/secretariat/108481?download=true>

example is the UNODC *Human Trafficking First Aid Kit for Law Enforcement Agencies*¹⁵. In addition, the International Labour Office (ILO) published in 2009 a list of indicators of trafficking in human beings, distinguishing adults and child victims and labour and sexual exploitation¹⁶.

Protection and assistance to the victims should also comprise the certainty that they will not be prosecuted for illegal acts they may have committed as a direct consequence of their being trafficked and the offer of assistance and support in order to prevent further exploitation and re-trafficking. This assistance must be proposed independently of their willingness or capacity to participate to legal proceedings. Victims should be able to stay legally in the territory during all legal proceedings by being delivered temporary or permanent residence permits and safe return to their home country should be assured by both the destination and the home State. If repatriation is likely to put the victims or their family in danger, alternatives should be offered. Furthermore, the privacy and identity of the trafficked persons should be protected and they should have the possibility of obtaining compensation.

Means to combat trafficking in human beings

Trafficking in human beings has a mayor cross-boarder aspect. It is therefore important to look at the international actions taken to tackle the phenomenon. In the following paragraphs, we will first look at the main international weapons against THB. In this we will mainly focus on the UN; however we will also examine some other international organization. Secondly we will look at what the EU does. We will look at the legislation and the policy of the EU without going into what the different member states do themselves, since this will be discussed in part 2 of the toolbox.

Main international weapons against THB

The principal international document used as tool in the fight against THB is the 2000 UNO *'Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children'*, supplementing the United Nations *'Convention against Transnational Organized Crime'*¹⁷ (also known as the Trafficking Protocol, one of the Palermo Protocols). The protocol commits states, which have ratified the protocol, to prevent and combat trafficking in human beings, protecting and assisting victims of trafficking and promoting cooperation among states in order to meet those objectives.

The UN *'protocol to prevent, suppress and Punish Trafficking in Persons, especially Women and Children'* has entered into force in December 2003. Since then, the impact has been very strong. In 2003, almost two thirds of all countries worldwide did not have a specific offence that criminalized trafficking in persons, or some forms of this crime. In contrast, by the end of 2006, only 28% of the countries had no criminalization of THB. In 2014, this figure has dropped to 5% of all the countries worldwide and about 10% of the countries have partial legislation.

¹⁵ http://www.unodc.org/documents/human-trafficking/First-Aid-Kit/First_Aid_Kit_-_Booklet_eng.pdf

¹⁶ ILO Operational indicators of trafficking in human beings. Results of the Delphi Survey implemented by the ILO and the European Commission (Revised edition September 2009), retrieved from http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_105884.pdf

¹⁷ UNODC, Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (2000): <http://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf>

This means that 146 countries criminalize all aspects of THB listed in the above mentioned UN protocol¹⁸.

Even though these numbers are positive and show the readiness of the world to criminalize the phenomenon, it also shows that many people are still not protected enough. The UNODC combined the population size of the countries with lack or partiality of the legislation and calculated that one third of the world's population – some 2 billion people – live in a situation where trafficking is not criminalized as required by the UN Trafficking in Persons Protocol¹⁹. Furthermore, the implementation of solid legislation in many countries of the world has not lead to many more convictions of traffickers. Europe is one of the good students of the class as far as THB is concerned, since Europe has one of the highest ratios of convictions per population in the world. In Western and Central Europe, about 30% among those suspected and 50% of those prosecuted are convicted in the first instance²⁰. The above mentioned convention has been ratified by almost all EU members (except Czech Republic and Greece²¹). The EU as an entity has even been able to ratify the UNO Protocol.

Also, many International Organizations and NGO's focus their action on the fight against TBH, since there are too many, we will here only focus on a couple of organization. At worldwide level, the United Nations Office on Drugs and Crime (UNODC) tackles the issue of human trafficking²² and launched, together with other organizations, the United Nations Global Initiative to Fight Human Trafficking (UN.GIFT)²³. UN.GIFT was launched in March 2007 by the International Labour Organization (ILO), the Office of the United Nations High Commissioner for Human Rights (OHCHR), the United Nations Children's Fund (UNICEF), the United Nations Office on Drugs and Crime (UNODC), the International Organization for Migration (IOM) and the Organization for Security and Cooperation in Europe (OSCE). The idea behind this cooperation is that THB is a global problem which requires a global, multi-stakeholder strategy that builds on national efforts throughout the world. UN.GIFT aims to mobilize state and non-state actors to eradicate human trafficking by reducing both the vulnerability of potential victims and the demand for exploitation in all its forms; ensuring adequate protection and support to those who fall victim; and supporting the efficient prosecution of the criminals involved, while respecting the fundamental human rights of all persons. In carrying out its mission, UN.GIFT wants to increase the knowledge and awareness on human trafficking; promote effective rights-based responses; build capacity of state and non-state actors; and foster partnerships for joint action against human trafficking²⁴.

One of the most known international organizations, who fight trafficking in human beings, is the International Labour Organization (ILO). Their main aims are to promote rights at work, encourage decent employment opportunities, enhance social protection and strengthen dialogue on work-related issues. Trafficking of human beings goes against most of these

¹⁸ UNODC, Global report on trafficking in persons 2014, Austria, 2014, p.51

¹⁹ UNODC, Global report on trafficking in persons 2014, Austria, 2014, p.52

²⁰ UNODC, Global report on trafficking in persons 2014, Austria, 2014, p.55

²¹ <https://www.unodc.org/unodc/en/treaties/CTOC/countrylist-traffickingprotocol.html>

²² UNODC website: <https://www.unodc.org/unodc/en/index.html>

²³ UN.GIFT website: <http://www.ungift.org/>

²⁴ More information on UN.GIFT can be found on their website: <http://www.ungift.org/knowledgehub/index.html>

aims, the ILO is therefore a fervent fighter against THB. Another, very important international organization in the fight against THB is the International Organization for Migration (IOM). IOM operates from the outset that trafficking in persons needs to be approached within the overall context of managing migration. IOM acknowledges the importance of prevention and therefore they carry out information campaigns in both source and destination countries to educate the general public about trafficking in persons, encourage people to report suspected cases, and equip vulnerable populations with the information necessary to better protect themselves from the recruitment tactics of traffickers. Furthermore, since THB entails violent offences against human right, many human rights agencies also work to prevent and combat trafficking in human beings. One of the most known ones is the Office of the United Nations High Commissioner for Human Rights (OHCHR).

Next to the international organizations, there are also many regional initiatives. This is the case of La Strada International (LSI) created in 1995. This organization gathers eight European states (The Netherlands, Bulgaria, Czech Republic, Poland, Belarus, Ukraine, Macedonia and Moldova)²⁵. Its actions focus primarily on empowering victims and fighting for their rights. Nevertheless it also includes among others the fight against the demand and the raise of general awareness on this issue. The four main tasks of its International Secretariat are the coordination of the network, the representation of the network at the international level, the dissemination of information and the management of projects and campaigns involving the network but also non-La Strada partners.

EU legislative measures and policy

The EU is not a new player in the fight against THB. As early as the 1990s, there have been a large number of initiatives, measures and funding programmes to tackle the phenomenon. The scope of the EU's framework includes both trafficking into Europe and intra-regional trafficking for labour and sexual exploitation in third countries. Trafficking in human beings is specifically prohibited by Article 5 of the Charter of Fundamental Rights of the European Union.

The council of Europe convention

The Council of Europe adopted in 2005 a Convention on Action against Trafficking in Human Beings²⁶. The Convention addresses all forms of human trafficking. It is a comprehensive treaty focusing on the protection of victims and the safeguard of their rights as well as to prevent trafficking and to prosecute those responsible for it. In order to ensure effective implementation of its provision Article 36 of the Convention created the Group of experts on action against trafficking in human beings (GRETA)²⁷ and article 37 settled the Committee of the Parties²⁸.

²⁵ La Strada International website: <http://lastradainternational.org/>. The description of their projects and campaigns can be found on the website, 'About LSI'

²⁶ Council of Europe, convention on Action against Trafficking in Human Beings, 2005, retrieved from <http://conventions.coe.int/Treaty/en/Treaties/Html/197.htm>

²⁷ GRETA is composed of 10 to 15 independent and highly qualified experts elected by the Committee of the Parties for four years, renewable once. Members are nationals from states Parties to the Convention and their expertise must be multidisciplinary. GRETA's mission is to evaluate the implementation of the Convention within the States Parties. It published regularly reports about the implementation measures taken by the members and the States that must increase their efforts.

More information: http://www.coe.int/t/dghl/monitoring/trafficking/docs/monitoring/greta_EN.asp

²⁸ The Committee elects members of GRETA and adopts recommendations addressed to the Parties and based on GRETA's Reports and conclusions. More information: http://www.coe.int/t/dghl/monitoring/trafficking/docs/monitoring/cop_EN.asp

The Convention calls upon certain preventive measures:

- The establishment or strengthening of national co-ordination between various bodies who are responsible for preventing and combating trafficking in human beings.
- The establishment or strengthening of policies and programmes to prevent THB, for example: research, information exchange, awareness raising and education campaigns, social and economic initiatives and training programmes, in particular for persons vulnerable to trafficking and for professionals concerned with THB.
- The promotion of a Human Rights-based approach with the use of gender mainstreaming and a child-sensitive approach in the development, implementation and assessment of all the policies and programmes.
- Making it possible for migration to take place legally, in particular through the dissemination of accurate information by relevant offices, on the conditions for the legal entry in and stay on its territory.
- Taking specific measures to reduce children's vulnerability to trafficking, notably by creating a protective environment for them
- A higher cooperation with NGO's, other relevant organizations and other elements of civil society committed to prevent THB and victims protection or assistance.

Furthermore the convention also asks the Parties to adopt or strengthen the legislation, administration, education, social, cultural or other measures in order to discourage the demand that fosters all forms of exploitation of persons, especially women and children, which leads to trafficking²⁹.

EU Legislation

Next to this convention there is a dynamic EU legislation that forms a legal framework to tackle THB, the most important ones are³⁰:

- The *Directive 2011/36/EU* on preventing and combating trafficking in human beings and protecting victims³¹
- The *Council Directive 2004/81/EC* on the residence permit issued to third-country nationals who are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal immigration, who cooperate with the competent authorities³².

The Directive 2011/36/EU is considered as the most important legal framework to address THB. It deals with the prevention and combating of the phenomenon and with the protection of the victims. It was the first EU measure of criminal law nature to be adopted under the Lisbon Treaty. The directive harmonizes the definition of the crime and the penalties. It further sets robust provisions for the protection, assistance and support to victims. It places the victims at its heart, and ensures that people who are victims of trafficking are given an opportunity to

²⁹ You can read the complete convention here: <http://conventions.coe.int/Treaty/EN/Treaties/Html/197.htm>

³⁰ There are many more directives that deal with the phenomenon however the two mentioned directives are considered, by the EU themselves, as the most important since the directive of 2011 builds further on most of the previous directives.

³¹ You can read the complete directive here: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2011:101:0001:0011:EN:PDF>

³² Council of Europe, Directive 2004/81/EC, Retrieved from: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32004L0081:EN:HTML>

recover and to re-integrate into society. Furthermore, there are provisions to prevent the crime and provisions to better monitor and evaluate the efforts.

The Directive foresees an EU-wide definition to the crime so that the prosecution is made easier. Furthermore, the victims are protected from prosecution or application of penalties (such as using false documents) that are a direct consequence of them being trafficked. Moreover it gives the possibility to prosecute EU nationals for crimes they committed in other countries. In regards to prevention, the Directive stipulates countries to discourage the demand for trafficking (employers hiring trafficked persons and clients buying sexual services from trafficked victims) and wants to promote training – both for victims and officials likely to come in contact with them (border police, police, social workers, healthcare professionals, labour inspectors, etc.). Furthermore, to improve the victim protection and support, the Directive wants the EU member states to set up national mechanisms for identifying and assisting victims early on, based on cooperation between law enforcement and civil society bodies. Moreover countries need to provide victims with support (shelter, medical and psychological assistance, information and interpreting services) and ensure victims are treated appropriately as soon as there's an indication they have been trafficked, and are given assistance before, during and after criminal proceedings.

The *Directive 2004/81/EC* focuses on the protection and rights of the victims of THB. The directive states that third country nationals who are victims of THB or smuggling victims who are in the EU illegally must be allowed to stay for a 'reflection period'. They also should be given the chance to recover with access to medical care. Furthermore the country needs to aid them to establish an independent existence, free from the traffickers' influence. Countries should also give victims who decide to cooperate with the authorities a temporary residence permit entitling them to receive at least the same treatment as during the reflection period, and allowing access to the job market, vocation training and education.

EU policy

The EU Strategy towards the Eradication of Trafficking in Human Beings 2012-2016 sets the policy framework and identifies five priorities the EU should focus on. The strategy expands on issues identified in the Directive and is consistent with its comprehensive approach. It also outlines a number of actions which the European Commission proposes to implement during 2012-2016 in concert with other actors, including Member States, European External Action Service, EU institutions, EU agencies, international organisations, third countries, civil society and the private sector. Those priorities are as follows:

- Identifying, protecting and assisting victims of trafficking
- Stepping up the prevention of trafficking in human beings
- Increased prosecution of traffickers
- Enhanced coordination and cooperation among key actors and policy coherence
- Increased knowledge of and effective response to emerging concerns related to all forms of trafficking in human beings.

As stated above, the EU works together with other EU institutions, agencies and organization. The Organization for Security and Co-operation in Europe (OSCE) is one of the main actors

in this field working intensely on the phenomenon especially after having conceived an action plan to combat THB in 2003.

As described in this part of the toolbox, there are already many international initiatives which have the purpose to fight and prevent THB. However the EU member states remain the ones who have to adopt measures to enforce these rights and to make the fight effective. In the next part, prof. Carchedi will look at what the different EU member states do to prevent and fight THB.

Part 2 Policy measures in the EU Member States

Policy measures in the EU Member States

Policy measures in the EU Member States

After looking at the different international weapons against THB we will now look at what the EU Member States do with these international conventions. This is especially important since the international conventions are general guidelines. It is up to the countries to implement them into their policies and their legislation. As discussed in Part I, almost all countries have ratified the EU directive 36/2011 and the UN convention. Nevertheless since all countries are themselves responsible for the implementation, this has as a consequence that there can be much variation between the policies and legislation of countries.

To address the question of the various policy measures by the EU Member States, Professor Francesco Carchedi of the 'La Sapienza' University of Rome, in connection with the Italian presidency, sent out a questionnaire "*Action and skills of the Task Forces against Trafficking in Human Beings*" to all EU Member States. The underneath analysis is made by Professor Carchedi and is completely based on the information obtained through the questionnaire.

Introduction

The following is a consideration based on the information acquired through an open questionnaire (with no pre-set choice of answers) aimed at understanding, as far as possible, some important aspects of the action carried out by the Task Forces/Police Departments of the EU countries against trafficking in human beings (THB) for sexual and labor exploitation, and the activities concerning social protection of unaccompanied minors (considered by Directive 36/2011 as "subjects at risk of serious exploitation and slavery").

Our intention was to gather information on the preventive action, envisaged by the a/m Directive (Article 18 paragraph 4³³), carried out by the Task Forces/Police Departments of the EU countries, aimed at reducing the request for illegal services, that cause an increase of the many different forms of serious exploitation.

The main aspects considered were:

- Identifying the existing gaps between the perception of THB and the small number of reports/arrests of traffickers/exploiters in many EU countries, and possible causes;
- Assessing the consistency between national, European and international laws, and their effectiveness;
- Detecting clear indicators that permit the identification of victims and exploiters;
- Organizing training courses to improve the capabilities in preventing and combating THB-related crime;
- Promoting a multi-agency approach in the activities against THB at local level, in order to optimize the use of the expertise of the operators involved.

³³ Article 18 paragraph 4 of the EU directive 36/2011 : "In order to make the preventing and combating of trafficking in human beings more effective by discouraging demand, Member States shall consider taking measures to establish as a criminal offence the use of services which are the objects of exploitation as referred to in Article 2, with the knowledge that the person is a victim of an offence referred to in Article 2." Retrieved from <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2011:101:0001:0011:EN:PDF>

The respondents to the questionnaire

20 EUCPN National Representatives delivered the questionnaires filled in. Most of the answers were given by officers who carry out activities in the field of prevention, as under Article 18 paragraph 4 of Directive 36/2011 (preventing and combating trafficking in human beings). This analysis provides a quite comprehensive framework of the action carried out by the Task Forces/Police Departments involved in this sector. As shown in Table 1, the majority of respondents are involved in preventive action and only 4 in counter-action in general. In both cases, however, they are all directly involved in this sector.

State	Institution	Direct counter action	Direct preventive action
Austria	Ministry of Interior		Yes
Belgium	Central service THB		Yes
Czech Republic	Ministry of Interior		Yes
Denmark	Danish national Police		Yes
Estonia	Ministry of Justice/ Criminal policy		Yes
Finland	Ministry of Justice	Yes	
Germany	Ministry of Interior/Justice	Yes	
Greece	Ministry of Public order		Yes
Hungary	Ministry of Interior		Yes
Ireland	Department of Justice/ Equality		Yes
Italy	Ministry of Interior		Yes
Latvia	Ministry of Interior		Yes
Lithuania	Ministry of Interior	Yes	
Luxembourg	Criminal Police		Yes
Malta	Ministry of Interior		Yes
Poland	Crime prevention Department		Yes
Portugal	Ministry of Interior/ Observatory THB		Yes
Romania	National Agency against THB		Yes
Slovakia	Ministry of Interior		Yes
Slovenia	General Police Directorate	Yes	
Total	20	4	16

Table 1 - State Institutions and respondents' direct involvement in preventive or counter-action activities

The perception of the phenomenon of THB and the evaluation of preventive and counter actions

Presence/absence of the gap

The answers in table 2 highlight the gap between the perception of THB and the small number of arrests of traffickers and exploiters. At European level, the International Labour Organization estimates about 800,000 victims of severe exploitation. Out of 20, only 10 answers are positive, 7 negative and 3 officers didn't answer. The difference between the perception of the gap and the real dimension of the phenomenon is an unsolved issue, since it depends on the capability of the institutions to monitor the THB-related sexual and labour exploitation.

In general, there is a big difference between the estimates of THB in its various forms (according to logical-mathematical criteria which allow a clear understanding), the number of victims assisted by social services/NGO and the reported THB-related crimes. In fact, the estimates provide a general idea of the phenomenon, while the data of social services and police show the real number of victims. Therefore, it is essential to compare those data in order to improve the fight against this phenomenon.

State	Answer		
	Yes	No	Not known
Austria	Yes		
Belgium		No	
Czech Republic	Yes		
Denmark	Yes		
Estonia	Yes		
Finland			Nk
Germany	Yes		
Greece	Yes		
Hungary			Nk
Ireland	Yes		
Italy	Yes		
Latvia		No	
Lithuania			Nk
Luxembourg		No	
Malta		No	
Poland	Yes		
Portugal		No	
Romania		No	
Slovakia	Yes		
Slovenia		No	
Total	10	7	3

Table 2 – Is there a gap between assessment/perception of the THB phenomenon and the number of victims assisted by social services in your country?

Main causes of the gap

The main causes of this gap are summarized in table 3. Firstly, it is difficult to identify the victims. In this regard it is worth pointing out that not all the countries or areas of origin of victims have a birth and death registration system which can be compared with those of EU countries, as a consequence, particularly in Africa and in many Asian countries, the process of identifying the victims and traffickers is not a simple task. The lack of identity documents often “constitutes a rule instead of an exception” with immediate implications on security.

Actually, it emerges from the answers that it is not so easy to convince the victims to collaborate without the assistance of the social services. The victims collaborate with the police to identify traffickers/exploiters, only if they are under a protection program, and trust the social workers. Moreover, it is difficult to ascertain and prove the victim status of a person.

It should be noted that the victim status is granted only when the different opinions of the police officer/investigator, the social worker or psychologist/psychiatrist, the labour inspector, the doctor and that of the victims (who become aware of their status) are convergent. The victim status depends not only on the police officer or social worker decision, but also on the opinion of all the people responsible for the protection of the victim against any coercive relationship or subjugation by traffickers/exploiters.

Difficulty in identification/self-identification of victims	
Lack of identification of minors involved in sexual, begging and labour exploitation	x
Lack of identification of victims of labour exploitation	x
Lack of interest concerning the impact of labour exploitation	x
Lack of self-identification of victims/potential victims	x
Difficulty in involving the victims in collaborating	
Victims have often personal economic interests	x
Victims disappear or refuse to cooperate with authorities, they are afraid to report the perpetrators	x
Insufficient willingness of victims to collaborate with the police	x
Difficulty in proving the victims' condition	
Human trafficking is hard to prove. The Public Prosecutor needs a strong evidence	x
Criminal proceedings are based on witnesses which are not easy to find.	x
Improve police expertise	
Lack of training for prosecutors and judges	x
Lack of skilled staff in the sector	x
Inadequate public awareness of the phenomenon of exploitation	x
Difficulty in activating national and international cooperation	
Police cooperation with the countries of origin is not good or difficult	x
We don't try much to cooperate with the victims' origin country	x

Table 3 - Main causes of the gap

To cope with all these issues, the skills of police officers, investigators and judicial authorities involved in the fight against THB should be improved. It is also essential to train skilled police officers, who are able to co-operate with social workers at local level, in order to share best practices and different opinions. Locally, a steady cooperation can be carried out at all times, for example, by training skilled police officers who will act as a point of reference with social workers/local services in Police Headquarters/ Departments, with a view to improve the exchange of information and develop common skills on the multifaceted aspects of THB.

Another important aspect is the difficulty in starting the cooperation with the law enforcement in third countries. Without cooperation, police actions are drastically doomed to lack in efficacy. We have to persist and keep supporting these forms of cooperation more and more tenaciously.

Consistency of regulations and presence of indicators in order to orientate actions

Consistency of regulations

For almost all respondents, 19 out of 20 - as indicated in Table 4 - there is a good connection between national, European and international laws on trafficking in human beings and regulations to combat this phenomenon are therefore assessed as effective. The consistency of regulations depends on the awareness of human trafficking dangerousness among law enforcement services and judicial authorities as well as on their capacity to use it in order to prevent and combat this phenomenon. Hungary did not give any opinion. Nevertheless, also in this case the consistency of regulations depends on the awareness of human trafficking dangerousness among law enforcement services and judicial authorities as well as on their capacity to use it in order to prevent and combat this phenomenon.

State	Answer	
	Effective	Not Effective
Austria	Yes	
Belgium	Yes	
Czech Republic	Yes	
Denmark	Yes	
Estonia	Yes	
Finland	Yes	
Germany	Yes	
Greece	Yes	
Hungary		
Ireland	Yes	
Italy	Yes	
Latvia	Yes	
Lithuania	Yes	
Luxembourg	Yes	
Malta	Yes	
Poland	Yes	
Portugal	Yes	
Romania	Yes	
Slovakia	Yes	
Slovenia	Yes	
Total	19	0

Table 4 – Assessment of consistency between national and EU regulations, and the UN convention

Indicators of orientation

As shown in Table 5, in all countries, according to respondents, there are clear indicators which permit to identify the criminal behaviour of those who exploit the victims of trafficking and slavery. It should obviously be outlined that indicators must be considered both from the two points of view of quantity (indicators confirming that we are in the presence of victims of trafficking or traffickers/exploiters) and quality (one of these indicators is sufficient to establish if a person is considered a victim - for example a threat, a violence, a repeated form of abuse/ deception - according to the Palermo Protocol and EU Directive 2009/52/EU and EU Directive 2011/36/EU).

State	Answer
Austria	Yes
Belgium	Yes
Czech Republic	Yes
Denmark	Yes
Estonia	Yes
Finland	Yes
Germany	Yes
Greece	Yes
Hungary	Yes
Ireland	Yes
Italy	Yes
Latvia	Yes
Lithuania	Yes
Luxembourg	Yes
Malta	Yes
Poland	Yes
Portugal	Yes
Romania	Yes
Slovakia	Yes
Slovenia	Yes
Total	20

Table 5 – Are there “crime indicators” which permit to detect THB and orientate judicial investigations?

Degree of importance of indicators

As shown in Table 6, respondents identified many indicators which reflect, as requested, the action priorities of each country. Many of these indicators are similar in all countries but priorities - as listed for each country - are different. The highest priority is that of combating exploitation of minors, forced prostitution, forced begging, and serious labour exploitation. Nevertheless, among these indicators there may be interactions which may determine a multi-vulnerability condition including various situations of vulnerability due to the age (minors/young people), the gender, the geographic origin and the different forms of exploitation.

For example: minors may be victims both of sexual exploitation and forced begging; adults may be victims both of sexual exploitation and forced labour (in a manufacturing company or while working in a field). According to Directive 2011/36/EU also pregnant women being abused in many ways or unaccompanied minors are potential victims, as they are considered vulnerable. In other words this means that priorities concerning the actions taken by police forces in a certain country may vary according to the situation of vulnerability/indicator taken into consideration by each police forces.

State	Main indicators
Austria	Trafficking in slaves, human trafficking, procuring, cross border trafficking for prostitution purposes, forced begging involving minors, exploitation of aliens
Belgium	Sexual exploitation, forced labour, forced criminality, exploitation of begging, domestic servitude
Czech Republic	Control of risky areas, NGOs assistance/Hotline, legal counselling, awareness-raising campaign, training of operators in contact with THB victims
Denmark	Prostitution, skunk farms, cleaning services industry, exploitation of minors
Estonia	Trafficking in minors and sexual exploitation of minors, facilitation and exploitation of THB, pimping, illegal trafficking in organs
Finland	Trafficking in minors, trafficking in human beings and sexual exploitation
Germany	Offence against sexual self-determination, violent crimes, violations of the Narcotics Act (BtmG), unlawful deprivation of liberty, smuggling of illegal immigrants, weapons offences, forgery offences.
Greece	Prostitution, domestic violence, infringement of drug regulations, smuggling of migrants
Hungary	Forced labour, sexual exploitation, pandering and similar, child pornography, child labour, unlawful employment of third-country nationals
Ireland	Sexual exploitation, serious forms of labour exploitation, child sexual exploitation, other labour law infringements
Italy	Smuggling and illegal entry, THB-related sexual exploitation, forced labour, forced begging/illicit activities, labour exploitation, counterfeiting of documents
Latvia	Human trafficking, sexual exploitation, violation of provisions regarding importation, production and distribution of pornographic or erotic materials, infringement of labour regulations, violation of the rules of the brothels, THB-related trafficking in organs
Lithuania	Pimping, shoplifting (involvement of a child in a criminal act), unlawful transportation of persons across the state border, forgery of document or possession of a forged document, fraud
Luxembourg	No indicators
Malta	prostitution, breach of labour laws, domestic violence, smuggling of migrants
Poland	transit to other countries in Europe, prostitution, recruitment to force labour, mendicity
Portugal	Sexual exploitation, smuggling, domestic violence, labour exploitation, slavery (but not THB)
Romania	Pimping, frauds, exploitation of begging, crimes related to prostitution and offences regarding the legal provisions on intermediating labour
Slovakia	All forms of coercion, abduction, fraud, deceit, abuse of power
Slovenia	Trafficking: prostitution, sexual exploitation, forced begging/illicit activities, labour exploitation

Table 6 – Key indicators of crimes in order of importance (the first is the most important, etc.)

Specific measures to prevent trafficking in minors and support minor victims

Table 7 shows the preventive actions undertaken by the various countries to protect minors, especially those who are at risk of violence or other forms of exploitation. A number of activities have been carried out, such as information campaigns, handbooks and specific guidelines, in order to increase awareness of the dangers of THB. Also, the cooperation with the countries of origin is considered very important. The sensitivity of this issue requires a close cooperation between law enforcement and social services with a view to fight the marginalisation and isolation of minors and their possible exploitation.

State	Key measures
Austria	Cooperation with the public authorities of the countries of origin of minors, dedicated accommodation facilities for THB victims
Belgium	Protection of minors victim of THB, appropriate tools to encourage cooperation among the various operators , supporting unaccompanied minors, guardianship service
Czech Republic	Support to children victim of THB, reception centres for unaccompanied minors, office for international legal protection of children
Denmark	Individual action plan to support victims, identification of their background and needs, search of parents, legal assistance and guidance.
Estonia	Special activities for minors, dedicated special services for abused minors and victims of THB
Finland	Support to minors victim of THB, trafficking of children carries a higher maximum penalty than the basic offence
Germany	Preventive action, social and legal intervention also in cooperation with the authorities of the countries of origin, focus on the cyberspace and awareness of its dangers
Greece	Systematic campaigns, training and education of police and judiciary staff, close cooperation with NGOs/Municipalities
Hungary	Campaign to increase awareness of THB and forced labour in citizens and high school students, also in the police school
Ireland	Operations to monitor unaccompanied minors entering the country, specific policies and practices concerning child victims, specific support and assistance in dedicated structures
Italy	Specific preventive action and legal assistance from social services, cooperation with the authorities of the countries of origin, police special investigative units against abuse / minors victim of THB
Latvia	Improve children's safety by protecting their health and life, assistance and legal support, rehabilitation services for victims
Lithuania	Meeting and lectures for students about THB, websites, advertisements, police email to inform the citizen about THB, training for civil servants in the municipalities. teachers, social workers and police
Malta	Measures against THB include minor awareness campaigns and training
Poland	Education of young people, handbooks for citizens, cooperation with the country of origin of the minors, individual actions in small town

Portugal	Social and health assistance of minors victim of THB, international cooperation, meetings to exchange and share reflections on good practices among national and international stakeholders within the framework of crime investigation and prevention activities
Romania	National awareness campaigns, partnerships with NGOs and state institutions, witness protection
Slovakia	Social and health assistance of victims of THB, providing interpreters
Slovenia	Information campaigns and films about THB to increase awareness among young people, advertisement against THB on social media, Facebook, etc.

Table 7 – Key measures implemented

The multi –agency approach

Table 8 shows the situation of multi-agency training, and its frequency: half of the countries have regular courses, the other half (almost) don't. Two countries didn't answer. Over recent years, the multi–agency approach has proved to be the most innovative and effective way to prevent, fight and protect victims of THB. This approach is based on the principle that the different players should work together simultaneously, with joined-actions, to fight this complex and multifaceted phenomenon, in which sometimes even the victims are not aware of their status.

All the operators involved, with their specific expertise (and their different points of view) can carry out a number of relevant and more effective actions. These actions should gradually become routine interventions, and not be sporadic.

State	Answer		
	Yes, regularly	Yes, sometime	No, never
Austria	Yes		
Belgium	Yes		
Czech Republic	Yes		
Denmark	Yes		
Estonia	Yes		
Finland			Nk
Germany		Yes	
Greece		Yes	
Hungary			Nk
Ireland	Yes		
Italy		Yes	
Latvia		Yes	
Lithuania		Yes	
Luxembourg		Yes	
Malta		Yes	
Poland	Yes		
Portugal	Yes		
Romania	Yes		
Slovakia		Yes	
Slovenia	Yes		
Total	10	8	2

Table 8 – Are multi-agency and multi-level training courses on prevention of human trafficking and/or slavery regularly organized with the participation of police force, NGOs, social workers, trade unions, labour inspectors and other institutions dealing with THB prevention?

Joint training

The multi-agency training should involve different social operators. This enables them not only to know each other and communicate but also to reflect together and build a local network of reference. Table 9 shows that many countries organise specific training courses for police, social workers involved in the fight against THB, and specific courses on the identification and protection of victims.

Training and the joint participation of different operators are considered very important.

State	Answer		
	Police forces	Actors of multi-agency, local/territorial and intermediate authorities	identifying/supporting and protecting possible victims
Austria	Yes	Yes	Yes
Belgium	Yes	Yes	Yes
Czech	Yes	Yes	Yes
Denmark	Yes	Yes	Yes
Estonia	Yes	Yes	Yes
Finland	Nk	Nk	Nk
Germany	Yes	Nk	Yes
Greece	Yes	Yes	Yes
Hungary	Nk	Nk	Nk
Ireland	Yes	Yes	Yes
Italy	Yes	Yes	Yes
Latvia	Yes	Yes	Yes
Lithuanian	Yes	Yes	Yes
Luxembourg	Yes	Yes	Yes
Malta	Yes	Yes	Yes
Poland	Yes	Yes	Yes
Portugal	Yes	Yes	Yes
Romania	Yes	Yes	Yes
Slovakia	Yes	Yes	Yes
Slovenia	Yes	Yes	Yes
Total	18	17	18

Table 9 – Specific training courses for police forces, actors of national multi-agencies, local/territorial and intermediate authorities, identifying/supporting and protecting possible victims

Strong and weak points

Strong points

The strong points listed in table 10 focus on the four following areas of prevention:

- Multidisciplinary and multidimensional approach to THB (to address the different issues)
- Standardization of knowledge, through the exchange of information among law enforcement agencies
- Involvement of a larger number of social operators from different sectors in the fight against THB (police, labour inspectors, trade unions and NGOs)
- Raising the awareness of the dangers of THB and enslavement.

The following actions (strong points) are very important and may well generate effective actions if carried out regularly, and if they become good practices of policing in the various countries.

State	Strong points
Austria	Training program for police officers on THB, Improve the capability of border police , financial police and police working in centres of identification of victims
Belgium	Raised awareness and increased alertness on THB among public officials, law officers and field workers. Increased reports by public officials, law officers and field workers. Public desk employees have become more confident/dare to ask more questions.
Czech Republic	Regular training for police on the different form of exploitation, generous financial support from the state budget for victims' assistance, sharing experience through international cooperation and interdisciplinary training
Denmark	Cooperation among many different stakeholder
Estonia	Multidisciplinary approach, considering new stakeholders: private sector businesses (forced labour/exploitation), ports/airports
Finland	
Germany	Standardization of knowledge about THB in each Lander and advanced training with regard to THB-related sexual exploitation, monitoring that recommendations where successfully implemented
Greece	Multidisciplinary approach, pro-activity, victim oriented approach and networking/knowledge sharing
Hungary	Regular training about the different dimensions of THB. Trainings for students about the phenomenon of trafficking in human beings and police officers hold also lessons for students
Ireland	Police training involved 25% of police workers, international meeting, training with the NGOs and other local actors
Italy	Multidisciplinary approach involving different actors, in-depth study of international instruments and Italian anti-trafficking legislation, enhanced knowledge of THB, analysis of best practices
Latvia	Multidisciplinary and multi dimensional approach, new stakeholders involved
Lithuania	Training not only for police officers, but also for other institutional/non institutional actors, international training to understand the true dimension of THB
Luxembourg	Training experience have always been and are positive, as training bring all actors up-to date to tackle and fight THB
Malta	Coordination/networking between stakeholders, victim oriented approach, capacity building, awareness among a greater number of professionals who may come across potential victims
Poland	People acquire knowledge about THB, including ways of recruiting, young people can learn at school how to help victims
Portugal	Multidisciplinary approach, standardized training for law enforcement, prevention, and investigative services, equal method to assist victims of THB, cooperation among municipalities, NGOs civil society, labour inspectors, judges and law enforcement
Romania	Multidisciplinary and pro-active approach, continuity action, detailed knowledge of the phenomenon, unitary enforcement of the law, standardized knowledge and skills ensured for specialists in the field
Slovakia	Guide to help sex slaves, solving case studies, learning about the way of communication with THB victims
Slovenia	Training courses cover all forms of exploitation and are organized each year in every police regional directorate

Table 10a – Strong points

Weak points

The weak points summarized in table 10b counterbalance the strong points highlighted in the previous table. Common elements among different public administrations have been stressed by the respondents:

- insufficient personnel working in prevention and law enforcement activities
- limited budget
- turnover of officers, who, after the training are posted to other services,
- cooperation with other social workers is difficult.

The abovementioned issues cannot be solved only by increasing the number of police staff and the budget. New investigative and preventive tools as well as up to date technology are needed, together with enhanced training for personnel employed in combating exploitation.

But how can we combat serious labour exploitation more effectively with insufficient personnel? In this case, we should apply the “criteria of congruence”. For example: 5 workers are needed for 10 days for the harvest in a 1 hectare field. The employer sends these data via computer to the Labour Control Office of the Finance Police, together with the name of the workers, the estimated amount of production (per hectare) and the workers’ contracts. At the end of the harvest, the employer sends the notification of the end of the contracts and the receipt of the salary payments (as under the labour agreement). In case of missing data, the software shows the failure and checks for errors. The inspectors may visit the farm and check any irregularity on the spot. If the inspectors, including labour police inspectors, are insufficient, geo-referencing systems and information technology can be used in order to detect hidden or remote farming fields.

State	Weak points
Austria	Police dealing with prevention and fight against THB need more staff. The identification of minor victims on the one hand and male victims on the other should become focal points of the trainings.
Belgium	Increased awareness and reporting leads to more cases, but there is not always enough capacity to deal with these cases, field workers and local public servants are sometime frustrated and they are not familiar with this issue of THB
Czech	High rate fluctuation among specialised police forces
Denmark	Different professional standards, often weak inter forces cooperation
Estonia	Limited human resources
Finland	
Germany	Is not possible to present the weakness of each measures
Greece	Fluctuation of the personnel, evaluation victims cases is difficult
Hungary	There is need more training materials and operative modules to get the new knowledge, involving the judges and other relevant stakeholders to chance method and multidisciplinary approach
Ireland	Need to broaden base of non-police service training, and training to address new forms of THB, more capacity to evaluate training impact
Italy	Expensive budget
Latvia	Limited human and financial resources, resistance from judicial sector (judges are not interested in training)
Lithuanian	Such international training in THB are organized rarely and not for the wide target group, limit of national resources for training
Luxembourg	Training may be time-consuming. Police is only one among many actors in the fight against THB, more network with social workers and assistance services
Malta	Lack found and human resources, lack of knowledge amongst certain professionals who may encounter potential victims
Poland	Requires a continued cooperation with all partners
Portugal	Limited human resources
Romania	Limited availability of professional trainers on the topic, personnel fluctuation/migration, possibilities to train only a limited number of law enforcement officers
Slovakia	Limited human resources
Slovenia	

Table 10b – Weak points

Brief conclusions

Even if trafficking in human beings and THB-related forms of exploitation is a highly complex phenomenon, it's still possible to combat this crime. More powerful responses and actions are needed to fight against such a complex phenomenon. To maximize the chance for success, law enforcement and public institutions should cooperate for the prevention of human trafficking.

Law enforcement actions can only be improved ex-post, through the analysis of the phenomenon and trying to reduce the failures during subsequent steps. Best practices can be identified through the analysis of the interventions. These best practices must be disseminated especially in the areas where THB is stronger, with an interdisciplinary and multi-agency approach. Therefore professionals, experts and social workers must work together to meet the different requirements. Innovation and technology should be applied to compensate the shortage of personnel, since this is a constant issue in the Public Administration and cannot be seen as an obstacle.

Part 3

Good and promising practices: Best Practice Conference and the European Crime Prevention Award

Good and promising practices: Best Practice Conference and the European Crime Prevention Award

The first European Crime Prevention Award (ECPA) was organized in 1997 in the UK. The ECPA competition aims to publicly award good or promising practices in the field of crime prevention through an assessment by a jury made up of experts from various Member States. Since 2004, the ECPA has been linked to the Best Practice Conference (BPC) of the EUCPN. This conference is organized each year in December, bringing together practitioners, policy makers and international agencies from all over Europe to share their experiences.

It is the presidency who organizes the conference, who decides on the theme of the ECPA. The ECPA is open to all EU Member States who can submit any theme-related project, initiative or package of measures which was successfully implemented to prevent crime and complying with the following criteria (EUCPN, 2013a):

- I. The project shall focus on prevention and/or reduction of everyday crime and fear of crime within the theme.
- II. The project shall have been evaluated and have achieved most or all of its objectives. Evidence of impact in reducing crime or increasing safety shall rate over evidence of other kinds of outcome.
- III. The project shall, as far as possible, be innovative, involving new methods or new approaches.
- IV. The project shall be based on co-operation between partners, where possible.
- V. The project shall be capable of replication by organizations and groups in other Member States. Therefore, submissions should include information on the financial costs of the project, the source of funding, the implementation process and relevant source material.

With the attendance of around 150 participants from all over Europe each year, the BPC and ECPA can be regarded as cost-effective instruments to quickly and directly circulate good crime prevention ideas from other cities, municipalities, countries and organisations which are faced with similar challenges. Since 2012, the winning initiative is awarded a financial sum of €10.000 and the two honourable mentions receive €5.000 each³⁴. The complete Rules of Procedure of the ECPA can be downloaded on the EUCPN website³⁵.

Prevention of Trafficking in Human Beings – General overview of the ECPA 2014

This year's BPC was organised by the Italian Presidency on 4-5 December 2014 in Rome, Italy. The general theme was '**Prevention of Trafficking in Human Beings**'. In the call for entries, which was launched in July 2014, trafficking in human beings was described as "*The slavery of our times and a serious crime and global phenomenon involving the violation of an individual's basic human rights. Trafficking in human beings takes many different forms and evolves with changing socio-economic circumstances. It targets women, men and children in vulnerable positions. Victims are recruited, transported, transferred, or harboured by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or*

³⁴ EUCPN 2013a, Rules and procedures for awarding and presenting the European Crime Prevention Award, Brussels

³⁵ www.eucpn.org

benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.”

The presidency chose to focus mainly on actions aimed at:

- Discouraging and reducing the demand that fosters all forms of exploitation related to trafficking in human beings;
- Raising awareness and reducing the risk of people, especially children, becoming victims of trafficking in human beings;
- Enabling to identify and deal with victims and potential victims of trafficking in human beings.

In total, 20 countries submitted a project – the second highest number of participants so far. On top of that, some countries shared ‘additional projects’ – 9 in total – related to the prevention of trafficking in human beings. These additional projects did not compete for the award but were presented purely to share information and exchange good practices.

The ECPA Jury of 2014

On 11-12 November 2014, the ECPA jury met in Rome, Italy, to assess this year’s entries. As prescribed, the jury is composed of up to eight members – no more than two per Member State – of the (i) current EU presidency, (ii) the former EU presidency, and (iii) the two incoming presidencies. This jury of 2014 was attended by:

- Ms. Silivia Maria Malgaroli and Mr. Raffaele Bracalenti from Italy
- Ms. Anastasia Chalkia and Mr. Georgios Chalyvopoulos from Greece
- Ms. Lásma Stabina and Mr. Andis Rinkevics from Latvia
- Mr. Jean-Marie Wagner and Mr. Bob Leesch from Luxembourg.

The jury was chaired by Mr. Nicola Palmiero, EUCPN Chair during the Italian Presidency, and support was given by Mr. Jeroen Van Lierde of the EUCPN Secretariat.



Further down this toolbox, facts sheets of all the ECPA entries are included. The next paragraphs however will highlight the three projects which were particularly honoured by the jury members.

The three honoured projects

All projects were found remarkable by the jury and praised for their efforts to prevent Trafficking in Human Beings. Nevertheless there are three projects that stood out and received an award. These three projects were:



The ECPA 2014 winning project is 'HopeNow – Empowering trafficked people' from Denmark. HopeNow works with the aim to provide holistic, empowering and human rights based assistance to trafficked people. We work daily and at a direct level with trafficked men and women; identifying trafficked people through outreach work in prisons, the asylum system, on the street etc.; teach and raise awareness of trafficking through lectures and events in all of Denmark; provide free legal aid; free

therapeutic work; provide teaching and social activities for trafficked men and women; lobby and advocacy work to ensure and strengthen the rights and protection of trafficked people's rights; provides support for rehabilitation/reintegration in country of origin or Europe; medical support and referrals; bridge building between trafficked people and Danish authorities (police, CmM, Immigration etc.) HopeNow is mentioned as a non-governmental cooperation partner under the Danish national action plan to combat human trafficking 2011-2014 and consultant to the Danish Center against Trafficking.



The French project 'Ac.Sé National Network for the Assistance & Protection of Trafficking Victims' received the honourable mention of 'Best cooperation'. The project was founded in 2001 by the Association ALC which handles its administration, is a network of 70 shelters & NGOs throughout France. It is funded by the Ministry for Women's Rights, the Ministry of Justice and the Municipality of Paris. Ac.Sé aims at protecting and assisting human trafficking victims at risk at their

current address by providing them safe accommodation, support and the opportunity to relocate elsewhere in France. It also manages a resource centre for professionals, providing information and advice on the issues related to human trafficking. The Head Office organizes workshops on common issues facing Ac.Sé partners and also multidisciplinary workshops for social workers, law enforcement officers and members of the Justice Department.

The Ac.Sé Network promotes public awareness of Human Trafficking (Exit-MTV Foundation et Not My Life WorldWide distribution) and participates in EU initiatives.



The Romanian project ‘NO Project powered by Bancpost’ received the honourable mention of ‘Best early prevention’. The NO Project powered by Bancpost is a Romanian awareness raising project on human trafficking targeting at the general public and, in particular, young people. The project aims at determining teenagers to understand the risks and identify the circumstances in which they may become victims of human trafficking. Under the call “Use your talent against

human trafficking”, the project focuses especially on the involvement of young people through education, art, music, sports, dance, film, mass media and social media. This project values the power and skills of young people to influence attitudes and to change behaviours in their peers. The NO Project powered by Bancpost is the first public-private-NGOs partnership in Romania in the anti-trafficking field and is concluded between ANITP – National Agency against Trafficking in Persons, Bancpost – a Top 10 bank in Romania and ADPARE and eLiberare – specialised NGOs.

For a more detailed description of these and all other projects submitted, please see Part 4 of this toolbox or go the EUCPN website³⁶.

Provisional conclusions of the 2014 Best Practice Conference - European Crime Prevention Award

The most important aim of the Best Practice Conference was to create the opportunity to share and disseminate experiences and knowledge, and present good practices in preventing trafficking in human beings. This year, presentations were given by various international organisations, such as the International Organization for Migration (IOM), Eurostat, the International Labour Organization (ILO), Interpol, the EU Commission, Cepol, Frontex, Eurojust, Europol and the United Nations High Commissioner for Refugees (UNHCR). Furthermore, representatives of the Ministry of Security and Justice from the Netherlands, of the Ministry of Internal Affairs of Italy, of the Sapienza University of Roma and a UN special rapporteur also gave presentations. The representatives of all these international organisations and institutions together with policymakers, researchers and practitioners from all EU Member States who are active in the field of Trafficking in Human Beings made sure that the BPC was a good networking event.

³⁶ EUCPN website, all the ECPA entries can be found here: [http://eucpn.org/search/knowledge-center/ECPA?f\[0\]=im_field_doc_year%3A33](http://eucpn.org/search/knowledge-center/ECPA?f[0]=im_field_doc_year%3A33)

Furthermore, four workshops were organized in which the ECPA entries were presented. Each of these workshops was introduced and led by an expert invited by the EUCPN secretariat.

- Workshop 1 was chaired by Mr. Zyab Luis Ibañez Garzaran, IGOP, Universidad de Barcelona. In his workshop the projects from Sweden, Check Republic, Spain, Ireland and Portugal (2) were discussed.
- Workshop 2 was chaired by Ms. Chiara Sgarbi, Research fellow, University of Modena and Reggio Emilia, Italy. In her workshop the projects from Bulgaria, Latvia (2), Netherlands (2), Poland and Romania were discussed.
- Workshop 3 was chaired by Ms. Carolina Villacampa Estiarte, of the University de Lleida (Spagna). In her workshop the projects from Denmark, Estonia, Finland, France, Germany (2) and Lithuania were discussed.
- Workshop 4 was chaired by Mr. Stefano Maffei, Coordinator of the FIDUCIA project, Lecturer in Law, University of Parma, Italy. In his workshop the projects from Croatia, Belgium, Hungary, Slovakia (2) and Italy (2) were discussed.

The four experts were also invited to present their findings at the end of the conference. In these presentations they looked at the different projects, their differences and similarities. Furthermore, they also discussed the challenges for the future and formulated a few recommendations. The following reports are written by the four experts. Each of them has made a synthesis about their findings. All four experts had different views and attention points; therefore we decided to put their full reports in this toolbox.

Workshop 1 chaired by Mr. Zyab Luis Ibañez Garzaran

This was a very enriching workshop with the presentation and discussion of 5 projects from Sweden, Check Republic, Ireland, Portugal and Spain. Given the complexity and ramifications of the topic, several questions remained unanswered but it has also provided relevant material for improving our understanding and fight against THB.

First, I would like to comment on what appears to be some of the main challenges that remain to be faced; and second, I would focus on the main evidence of best practice across the different countries. Each country gave us a brief presentation with reference to: main objectives, which have been the main results so far, the difficulties faced and the lessons to be learned.

THE CHALLENGES:

- Though the Swedish project directly dealt with the reduction of demand, this issue was not that present in the other projects, and it seems especially difficult to tackle. Besides, in both sexual exploitation THB and forced labor THB, the line that separates legal from illegal practices remains blurred. For example, the Check project and presentation stressed how the abuse of the “power of attorney” authorization often makes the fight against forced labor very difficult. Also, the unclear regulation of the procedures allowed temporary employment agencies to create another space for confusion and potential abuse.

- Given that in most countries we are in the early stages of a coordinated fight against THB, there is still much to be learnt about the different ways to support victims, the alternative rehabilitation itineraries, and how to assess them. The role of the voluntary return to the country of origin, the possible support there, and its differentiation from traditional repatriation policies are topics that were not discussed very much in these projects but were identified as of increasing importance.
- In terms of the exchange of knowledge and best practices, an area that is still in need of serious advances is the progress towards more equivalent definitions and comparable statistics. This field was not that present in the projects. However, given that it is a main guiding line of any European effort against THB, as for example it was in the European Employment Strategy, it will be a key requisite for any development in this area. Without comparable statistics, standard definitions and harmonized indicators, there is little space for serious assessments neither across European countries nor of its evolution over time.
- In a similar way and though, as stated by the different teams, the nature of the topic makes it not that open to cost/benefit analysis, there is still much to be done in giving visibility and transparency to the links between, on the one hand, funding and human effort; and, on the other, the desired outcomes. Most projects included some account of the outcomes, but detailed links between funding, human effort and outcomes were mostly absent. This also hampers any comparability across countries or over time. Given that most countries are in the early stages of their new approaches against THB, this topic should be very present in the design of future policies and programs, and where usual cost/benefit analysis are not an option, the aim might be to get as close as possible to a detailed traceability of funding and human resources, with the help of tracker tools already present in other areas of social policy and aid programs. Besides, in the projects discussed, with the exception of the Swedish and a package of the Check Republic, the fact that the main activities presented were integrated in wider fields, instead of being specific programs, make it more difficult to assess them. And finally, none of the projects received systematized formal external evaluation.
- Another area that, though it was sometimes alluded to, was not explicitly dealt with in the projects, is the importance of the congruence between the different policies affecting THB. This issue was raised on several occasions in the conference, and openly by the ILO representatives. In the case of forced labour, the “congruence” requirements might mean tricky dilemmas, as when for example how to assess the implications for THB of the recent “deregulation” momentum taking place in numerous labor market reforms across Europe. These reforms have made legal new forms of employment contracts that until recently were illegal, such as varieties of zero-hour contracts and small low-paid part-time jobs. These policies that aim at promoting employment may have seriously diminished the legal protection of immigrants, and whereas the nationals’ capacity to endure worse working conditions may be supported by having access to the formal support of the welfare state or their families, this is often not the case for immigrants.

BEST PRACTICE EVIDENCE:

Coming to what could be considered the main advances:

- An area where most countries reported clear steps forward, is related to the involvement of non-police actors, both other Governmental organizations and NGOs, and the generalization of non-legal procedures in dealing with THB. This often meant an innovative approach in all the main phases against trafficking, especially, in initial identification of victims and the consequent support.
- Among the most revealing examples of this non-police and non-legal new approaches, it is worth to mention the Swedish project, which included the design of ethical guidelines against buying sex abroad in business trips. The acceptance by major Swedish multinationals of these ethical guidelines as a key ingredient of their code of conduct and their whole corporate social responsibility (CSR) package has already provided clear evidence of success. Also the Check team referred to the potential of methodological guidelines and protocols to clarify recruitment practices and avoid disguising THB as legal employment contracts.
- However, only Sweden presented a project where the main actor was an NGO and not the police - whether national or regional. In the other four countries, the police was the main actor of the activities described. However, it is worth to mention, that there have been significant movements (see the cases of Spain and Portugal) towards an increased openness of national police, a deeper and wider coordination with different stakeholders, especially with NGOs involved, as already said, in identifying and supporting the victims; and a growing international cooperation, with many activities taking into account a European Framework.
- Also, in relation to achieve wider dissemination and increase awareness on the issue among potential victims from target groups, main stakeholders, and the general public; the representatives from the five countries reported major advances in the use of multi-channel dissemination, 2.0 technologies and, distinctively, social networks. A few of them also tried to estimate the number of persons reached through their conferences, seminars and diverse informative campaigns.
- Finally, aspects linked to training were present in the five projects, and the Irish case provided an example of how the training of police is assuming the multidisciplinary character of THB and the plurality of partners involved. Even if that specific project was just a 3-day seminar for incumbent police, it provided material for thinking about what a future line of work in this direction could mean. The prevention of THB, the fight against it, the support of victims, its multidisciplinary nature, the need for coordination and cooperation with several national and international partners, are all aspects that all representatives agreed should gain higher presence in the training of main actors. It needs to be further clarified when this training could take the form of brief focused seminars (between 2 and 5 days) as part of a wider continuous career training approach, and what is the space for including these

contents in the formal curricula of the relevant disciplines that lead to access to the main occupations dealing with THB. The convergence in format and contents of this training across Europe would certainly benefit any future communication and coordination among international partners.

Workshop 2 chaired by Ms. Chiara Sgarbi

Trafficking in human beings (THB) is an increasingly multifaceted disturbing phenomenon in Europe, as a modern form of slavery and a violation of human rights, allowing international organized crime to earn important amount of money worldwide. It is estimated that around several hundred thousands of people are trafficked every year within EU, over millions in the world, even if the real numbers are difficult to obtain because it is not easy to identify victims.

According to the UN Palermo Protocol and Directive 2011/36/EU³⁷, for THB we consider the actions of recruitment and transportation of people, through the use of force or other forms of coercion and deception (e.g. threats, violence, abuse, fraud, intimidation) for the purpose of exploitation in the country of destination. We can identify three main type of exploitation: for prostitution or other sexual activities, for forced labour (including also criminal activities) or slavery conditions and for the organs trade (removal, manipulation and transplants).

Starting from this definition, the consent of the victims is irrelevant, as they are deprived of their freedom of choice and movement and autonomy, physically or mentally abused, or sometimes involved with the promise of money/goods or a better future (such as a good job in a new country), or another way to obtain the control over a person. They are mainly women, girls, and children, or vulnerable people in general, pushed into traffickers hands from poverty and need, with a prevalence of demand in the rich countries of the western world and offer in the poorest or economically disadvantaged countries (as western Europe and third/fourth world ones).

THB dangerousness and criminal nature are evident, but its complexity and transnational expansion makes it difficult for national Governments and International Institutions to intervene and to manage it, protecting and assisting victims and prosecuting traffickers. As for the other crimes, to get effective results an integrated approach is essential, starting from prevention, which may be a fundamental step to be enhanced and implemented, in the path to fight, stop or reduce the phenomenon and its consequences.

In this perspective the activities to be developed may be several, starting from awareness and sensitization campaigns, addressing people at risk of becoming victims in their own countries, giving them the information on THB and its dangers, in order to be able to protect themselves. At the same time, education and training should target people in the receiving countries who must understand that trafficked human beings are victims to be helped and socially supported, through specific services and interventions. In this way also the goal of discouraging demand

³⁷ Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, Palermo (Italy), December 2000; DIRECTIVE 2011/36/EU OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA, Strasbourg., April 2011.

may be reached, making general population or possible clients more conscious of what are the implications of these behaviors for themselves, for victims and for the entire society.

For a long-term effectiveness approach, offering economic alternatives and possibilities in the origin countries is another important way to prevent THB, reducing or eliminating the reasons that oblige people to accept the proposals of the traffickers. Therefore, strengthening education, ensuring job opportunities, and implementing cultural expressions, may represent good strategies to prevent the departure of children and young women or facilitate their return. Then in a view of training, professionals, at different levels involved (police, social services, NGO's etc.), should also be specifically trained on how to recognize the crime and its actors, to take necessary law enforcement and deterrence measures and to be able to come into contact with victims to assist and move them away from dangerous and forced situations. The knowledge of a phenomenon and its assessment are fundamental for a positive and fruitful management of it.

The seven projects discussed in the second workshop session were dedicated to prevention, where their fundamental aim was to inform and educate their target in order to increase their knowledge and awareness on THB and consequently reduce or avoid the risk for people to become a victim. We always have to remember that being informed and aware reduce the possibilities to suffer crimes and illegal behaviors.

In particular, five of the projects addressed specifically young people, as vulnerable subjects that may easily end up in the net of traffickers and be abused. These target groups are chosen because preventive strategies appear to be needful and very effective, especially starting at an early age, which recognizes the role of early prevention. The objectives of the different projects were reached through several different concrete activities, which were very innovative and interesting; they were designed to determine teenagers to understand the risks and identify the circumstances that may lead them to become victims of THB, since in the countries where the projects were developed it seems to be an emergency. The preventive actions happened at different levels, involving schools and others professionals, especially through: the provision of clubs (sports and other recreational activities) where THB and protection measures were discussed with children, the sports and other recreational activities were used to occupy their time and so to be safer; another project created a caravan, depicting living conditions and the horrors of THB and exploitation, which travelled around the country to inform people on the phenomenon and involve youth at risk in order to be able to protect themselves; also, a project focused on the development of school's care structures to improve communication skills and positive self-awareness of girls and so to increase their self-empowerment; furthermore, a project dealt with the organization of trainings for teachers and the ideation of dedicated websites, education campaigns and multimedia materials calling to participate also with the vulnerable subjects; and finally a project involved young people through education, art and sports, inviting them to use their talent to influence the attitudes and to change the behaviors of their peers.

The other two projects, instead, intended to prevent THB and to protect victims focusing mainly on emergency operators and people involved in sex industry, through: raising awareness campaigns for demanders/providers and trainings for helping professionals, in additions to support programs for victims of human beings trade and fictitious marriages, as one of the new reasons for trafficking; addressing specific target groups in a specific high risk context, as prostitution and sex industry clients and workers, convincing them to report anonymously any episode of sexual exploitation or THB and improving witnesses awareness.

Trying to sum up what emerges from the workshop, through projects description and the following discussion among participants, it is possible to identify some key-points listed here: offering and asking help is fundamental; efficient raising awareness campaigns, based on multimedia tools and involving public and private systems at the same time, are the starting point of prevention strategies; need of specific trainings for professionals such as health care and emergency operators, teachers and in general the education system; importance of looking for risk population, such as young people, girls, not educated subjects, immigrants, sex workers etc., creating specific pathways for information and support; the recognition of the role of bystanders and witnesses that means changing their mentalities and behaviors in front of a crime; for young people peers appear to be very useful in influencing behaviors and attitudes; girls self-empowerment and in general young people self-confidence must be improved, giving them the power to say no and to protect consciously themselves; occupying young people spare time, giving practical and communication skills and inviting to use their talent, can save them from the net of traffickers.

To conclude, all the projects appeared to have a follow-up, according to their success, and to have created efficient operational networks from the prevention point of view. In several it was also evident that there was an international perspective with the exchange of information, best practices and practical-skills between countries, with possibilities to represent a model to be replicated in other national situations.

Workshop 3 chaired by Ms. Carolina Villacampa Estiarte

This report will give a reference to the positive and negative aspects of the projects, the report will focus on the strengths that singularize each of them, since the weaknesses, referred mainly to the high costs of their implementation and lack of external evaluation, are common to most of the projects included in this group.

Starting with those projects submitted by countries of origin of trafficked victims (the ones referred in first and second place)

1. The project presented by The NGO Living for Tomorrow (ESTONIA) though its hotline aimed at informing people about some practical and legal issues and at assisting victims:
 - has as strengths being focused on secondary prevention of victimization, as it addresses potential victims (considering Estonians travelling abroad as potential victims), or even on primary prevention (addressed to the community in general) through a non-expensive mechanism, a telephone line.

- It is focused on the prevention of THB for labour exploitation, the most common form of trafficking according to the last estimation of the International Labour Organization (2012), giving information about some practical and legal issues, but it also provides for assistance in case of necessity.
 - Access to this information and counselling by telephone is easy and cheap, as it is shown by the number of people assisted by this service (5000 anonymous consultations over 10 years).
 - Besides, perhaps counselling and victim support through a hotline is not very innovative in western European countries, but the implementation of this kind of measure in the countries of origin of victims can help to prevent future situations of exploitation.
2. The project submitted by Caritas Lithuania in the Panezevys Region (LITHUANIA)
- has the strength of setting up a structure enabling the identification and assistance of victims of trafficking, again in an area of origin, with a high rate of criminality and where almost everything has to be done in this regard. The project, again, is partially based on techniques of secondary prevention of victimization, focusing not only on risk groups (citizens of origin countries), but also on professionals.
 - Being a pioneer in the area is clearly a strong point, as well as involving former victims in prevention campaigns and actions
 - The pioneering nature of this initiative in the region may explain the extent of its tasks and objectives, perhaps too broad for a 2 year project.

Turning our attention to countries of destination, the projects submitted by organizations acting on them (the four remaining among those entering the competition) address almost exclusively issues related to victim support and assistance.

3. The only exception to this general rule is the project presented by FINLAND. It is also very focused on actions taken in relation to risk group of victimization and, consequently, relating to secondary prevention of victimization strategies and identification of victims of trafficking mostly for labour exploitation.
- One of the most positive aspects of this short period project (1 year) is related to its innovative character, since its focus of attention is centred on asylum seekers (representing the 40% of clients accepted by the Finish National assistance system) and one of its main action scenarios (training) are the two Reception Centres for asylum seekers leading the project (Joutseno, Oulu).
 - Besides, another positive aspect is the development of a quality management handbook to assist victims based on the processes implemented by the assistance system.
 - However, perhaps the short period of development of the project may explain why its outputs have consisted mostly in the creation of theoretical material-technical literature and training reception centre staff in the identification of victims, but not in an effective improvement in the attendance of victims identified among the asylum seekers.
4. Following with those projects focused mainly on a victim support approach, the one presented by DENMARK based on tasks developed by the NGO Hope Now has several positive aspects.

- The first of them is the general approach of the project to the trafficking issue, absolutely victim-centred and aimed at empowering the victims of this phenomenon to take control of their lives, therefore in accordance with the perspective adopted by the latest international legal instruments on this topic and innovative as well.
 - The second is the broad view of the concept of THB, not centred exclusively on women for sexual exploitation, but also in trafficking for labour exploitation and beyond, dealing with new forms of trafficking (forced begging, criminal exploitation) regardless of whether the victims are men, women or children
 - Third, the holistic approach to this reality, from prevention and increase of social awareness to empowerment of victims, through protection and assistance.
 - Fourth positive aspect, preventing revictimisation from former victims through their empowerment (adopting a tertiary prevention of victimization strategy).
 - Finally, searching for ways to maximize resources without sacrificing their quality, that is achieved by promoting the use of volunteers and seeking private funding sources. As the project is able to maintain the provision of in depth assistance to victims of trafficking at a reasonable reduced cost, it can be easily replicated in other member states.
5. The second project mainly focused on victim assistance is the KOBRA Project, submitted by GERMANY.
- This is one of the most experienced projects, as it started 17 years ago as a program offered by Association Phoenix to sex workers that might had been trafficked and had different assistance necessities from those who were considered voluntarily sex workers, for whom the NGO had previously designed its first project.
 - As a program with quite a long tradition and annually tested, it has the advantage of the clear and rational structuration of its main tasks, divided into those relating to coordination and the advisory and consultation work.
 - Differentiating the assistance provided to sexual workers in general from the one offered to victims of sexual exploitation trafficking may be considered a wise choice, because they consist of two different realities with quite different support necessities.
 - Besides, the wide network of co-operators promoted by Kobra and NGOs acting in countries of origin allows this program to inform and assist a very large population of potential victims, which is reinforced by the fact that the advisory and consultation activities are offered in Germany itself, but in many languages (Bulgarian, German, English, French, Polish, Romanian, Russian and Spanish). The extent of its assistance is shown by the fact that Kobra has become the first coordination and advisory centre for victims of human trafficking in Germany and the only one in Lower Saxony.
 - In addition, although most of its funds are public, it can be considered a positive aspect of this project its insistence in maintaining its independence, highlighting that its support is anonymous, free of charge, and independent of the victims' willingness to cooperate with law enforcement agencies.

6. The project submitted by FRANCE, namely the foundation and the activity of a National Network for the Assistance & Protection of Human Trafficking Victims
- has the strength of being a coalition of 70 different but partnered shelters and organizations specialising in human trafficking throughout France, led by the NGO ALC Association. In this regard, the requisite of being based on the cooperation between partners to apply for the award is undoubtable, especially considering its broad network of contacts with NGOs in origin countries.
 - The objectives of the project are also clearly established and, although broad, are realistic, taking into account the number of professionals and service providers that might be involved in the project; the extent of the network may have led to its outstanding position and recognition in the current French National Action Plan. As well as the objective of protecting victims of trafficking in danger by providing relocation, shelter service and specialised support, the network had the achieved goal of becoming a resource centre providing information and advice mainly to professionals.
 - Besides, since the NGOs providing support are coordinated by the network and they do not restrict its support services to victims of one type of trafficking in human beings, it increases their ability to identify and to assist a higher number of victims.
 - Another positive aspect to be mentioned is that the process of evaluation is detailed in the submission form. It has been subjected to two external evaluations with positive results in both cases.
7. To conclude with this report, finally, as additional project, also presented by GERMANY, NGOs Networks KOK e.V. and La Strada International have developed a 2 year project, dataACT, with the primary goal of protecting the rights of privacy and autonomy of trafficked people whose personal data have accessed the system:
- Its innovative nature is one of the strengths of this project, as the necessity to guarantee the anonymity of data collection referred to people already trafficked can be seen as a priority, once their personal data are routinely collected by National Rapporteurs appointed by European States and assistance service providers.
 - It is also certain the effectiveness of the measures undertaken in the framework of this project (developing standards for improving data collection procedures, elaborating a training manual for professionals based on these standards, among others) to protect victimised people from being victimized or re-trafficked (tertiary prevention).
 - Besides, the basis of the project on the cooperation between partners is unquestionable, as it was implemented through the collaboration of 2 NGO Networks: KOK e.v in Germany and La Strada International.

Workshop 4 chaired by Mr. Stefano Maffei

Stefano Maffei³⁸ was rapporteur for the projects from Croatia, Belgium, Hungary, Slovakia (2) and Italy (2) during the BPC-ECPA in Rome, Italy. He was delighted to have the opportunity to share the finding of these good practices from all over the EU member states. He was happy to see that the projects were presented individually by the team members and that constructive comments were made by other project leaders in order to clarify the dissemination and impact of the results of each project activity.

The projects clearly demonstrated the existence of common European emergencies in the area of human trafficking. Some strategies and solutions designed at a local level in one country could indeed be transferred across borders with positive outcome. This is particularly true for strategies aimed directly at the victims of trafficking (i.e. information about destination Countries, real conditions of trafficked women in destination Countries), as well as other normative strategies focus on the education of the players concerned.

In conclusion, the most important part of the BPC-ECPA is the exchange of ideas, between the EU countries and it also allowed Mr. Stefano Maffei to share the findings and normative ideas of the FIDUCIA project, which is the fight against human trafficking with normative strategies amongst its prime goals.

Provisional conclusions: challenges and good practice evidence

Despite great efforts being done to tackle trafficking in human beings by a great variety of international agencies and by the EU member states, there are still quite a few challenges lying ahead. In the following paragraphs we will give a short overview of some challenges and good practice evidence.

The first aspect that needs to be stated is that there is not enough emphasis on the **results of the initiatives taken**. It is not always easy to know if certain measures are efficient or not. Therefore it stays important to perform evaluations of project, even though this is often considered difficult, money- and time-consuming. It does not always have to be extensive, even basic evaluation can contribute to a better understanding of what works. This is explained in the 3rd toolbox of EUCPN *'Evaluation of Crime Prevention initiatives'*³⁹.

A **multi-disciplinary and multi-agency approach** is considered very important. Not only did multiple international agencies stipulate this, it also came forward during the workshops. There is already a lot of good practice evidence which supports this approach. There are efforts made by working together and engaging various stakeholders in the process. For this to work, **partnerships** between civil society and state agencies, whatever the level, would be highly recommendable. In this context the good practices show that there is already an involvement of civil society, NGO's and other organisations. However this needs to be encouraged even more.

³⁸ Due to family issues Mr. Stefano Maffei was not in the possibility to write an extensive report.

³⁹ EUCPN Secretariat (eds.), EUCPN Toolbox Series, no. 3, European Crime Prevention Network: Brussels. Retrieved from: <http://eucpn.org/document/toolbox-3-evaluation-crime-prevention-initiatives>

Investment in primary prevention through awareness raising, training and education is essential. There are multiple projects who deal with this, especially the projects from the second workshop. Giving correct information to possible future victims is considered highly important to diminish the scope of the phenomenon. Also, efforts need to be made to **reach the immigrant population and other target groups**. There is only one project that specifically targets the immigration population; however there are multiple good practices concerning children, teenagers and women. Therefore exchanging information on how these target groups are reached is crucial.

Next to the early prevention via sharing of information towards possible victims, it is also important to **prevent re-victimization**. Many of the good practices in workshop 3 focused on the assistance of victims. Although some projects touched upon it, the **encouraging of victims to come forward** with their story should increase. This may help prevent the continuation of a trafficking network.

In relation to this it is also important to **increase the police reporting**. For the moment the phenomenon is underreported because victims stay hidden or do not wish to come forward. Nevertheless **improving data collection and registration** will support the development of more efficient action plans. Therefore this should be considered a high priority. Despite the efforts of Eurostat, UNODC and other international agencies, there are still differences in definitions. This makes comparable statistics even more difficult. Nevertheless there was one project who tried to take measures in regards to this. Still, more attention should be given to this aspect.

Furthermore, the **police needs to be trained** in relation to trafficking in human beings. The professionals need to have decent knowledge about the dynamics and different profiles of the victims and perpetrators. Among the projects, there are multiple ones with aspects linked to the training of professionals. Nevertheless, not only the police should receive training. In order to be able to better identify victims, other professionals such as social inspection, welfare centres..., could also be involved. For example, in Belgium there was a sensitization campaign meant for hospital staffs to explain them how they could identify THB victims.

Moreover, **general awareness raising** by public campaigns is recognised as important work in the prevention of trafficking in human beings. It is essential to create intolerance to these practices. In connection to this, EU member states should try to **reduce the demand**. Article 18 paragraph 4 of the EU directive 36/2011⁴⁰ states clearly that the member states need to take action in this. This issue was only dealt with by one project. There are multiple actions that can be taken in this regard. For instance, working on prevention tools **together with the economic sector** can provide with a good consensual way to reach some achievements. Nevertheless it could also help to implement more severe controls on the spot by law enforcement agencies. Some state that these controls should be addressed towards small firms employing foreign

⁴⁰ Article 18 paragraph 4 of the EU directive 36/2011 : "In order to make the preventing and combating of trafficking in human beings more effective by discouraging demand, Member States shall consider taking measures to establish as a criminal offence the use of services which are the objects of exploitation as referred to in Article 2, with the knowledge that the person is a victim of an offence referred to in Article 2." Retrieved from <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2011:101:0001:0011:EN:PDF>

workers in agriculture and manufacturing sectors. Regarding sexual exploitation, the challenges are larger since it is less obvious to have new provisions targeting the demand because such policies could be seen as regulation of private behaviours or as defining the 'client' as a perpetrator by nature.

Also, it should be stated that the projects which were submitted for the ECPA focussed, for the most part, on the exploitation of prostitution, which means victims of THB being exploited sexually. This is indeed the main form of THB within Europe, however it should not be forgotten that there are **other forms of THB** that deserve our attention as well. Especially since 31% of the victims derive from the exploitation of other forms of THB such as labour exploitation, begging⁴¹...

Trafficking in human beings is a phenomenon that almost every EU country faces and which is a cross-border crime. Therefore **the exchange of ideas, knowledge, practices and research** is extremely important. As an EU-wide Network, the EUCPN plays a significant role in exchanging information, knowledge and practices between Member States. By doing so, Members can learn from each other in finding other and better ways in preventing and tackling trafficking in human beings. Additionally, the EUCPN also serves as a platform where specific questions for information can be directly asked to all Members.

⁴¹EUCPN (2013). Trafficking in Human Beings: a global and European overview. In: EUCPN Secretariat (eds.), EUCPN Theoretical Paper Series, European Crime Prevention Network: Brussels. Retrieved from: <http://eucpn.org/document/theoretical-paper-trafficking-human-beings>

Part 4 Overview ECPA 2014 projects

Overview ECPA 2014 projects

Prevention of economic exploitation and trafficking of Brazilians in Belgium (2009)



Short description:

The aim of the campaign for Brazilians residing in Belgium was to inform them about their rights, obligations and protection possibilities in case they are in an irregular situation and/or are victims of trafficking in human beings, labour exploitation, violence and abuse.

The project compiled information on existing protection mechanisms and legal recourses in Belgium for victims of trafficking and labour exploitation. This compilation served as a basis for the development and dissemination of an information campaign targeting this specific community.

The overall objective of the project was to reduce the number of Brazilian migrants exploited economically and/or victims of trafficking.

The project “Awareness Raising for Brazilian and Belgian authorities on managing migration from Brazil to Belgium” was implemented with the financial and operational support of the Immigration Office.

Through this project, authorities and migration specialists from Brazil and Belgium had the opportunity to meet and discuss issues linked to migration from Brazil to Belgium. Specifically, regular migration channels, irregular migration, trafficking in human beings and money laundering were discussed.

As a result of the two workshops organized in the framework of this project, the participants had a better understanding of the situation of potential migrants in Brazil and actual migrants in Belgium. The workshops especially allowed preparing an information campaign on irregular migration to Belgium, to be implemented in Brazil.

Start/duration:

a) 3 months: 01/10/2009-31/12/2009

b) 4 months: 01/02/2010-31/05/2010

A follow-up project is planned to be launched in 2015 for the duration of 12 months (prevention of sexual exploitation and economic exploitation).

Background research:

The police statistics of victims of human trafficking showed a growing criminalisation in the immigration of Brazilians to Belgium

Budget:

The 2 projects were funded through the prevention budget of the Immigration Service.
(a)55.000 € + (b) 40.000 €

Type of evaluation:

The evaluation was conducted by IOM, the Immigration Service and the external partners involved in the project. The partners noted a decrease in the numbers of victims and an increased defensibility of the migrants.

Actor conducting evaluation/timing:

Internal: International Organization of the Migration (IOM)

External: The Immigration Service, police services, social inspection services, NGO's, the Brazilian embassy, the competent Brazilian services.

Type of data collection method:

The project compiled information on existing protection mechanisms and legal recourses in Belgium for victims of trafficking and labour. Meet and discuss issues related to migration from Brazil to Belgium. Two workshops.

Actor conducting evaluation/timing:

General information on the project: <http://eucpn.org/document/prevention-economic-exploitation-and-trafficking-brazilians-belgium>

Other related links: International Organization for Migration – Brussels

<http://belgium.iom.int/index.php/nl/>

Immigration Office Belgium <https://dofi.ibz.be/sites/dvzoe/index.html> (Final reports)

Open your eyes! There are people who can help you! (BG)



Short description:

The “Open your eyes! There are people who can help you!” is initiated after a survey among the population of the Veliko Tarnovo region, regarding the risks of becoming a victim of trafficking in human beings. The survey shows there is lack of information on that topic, and therefore the Association “St. Ivan Rilski”, initiates the project with the financial support of the International Organisation for Migration and the U.S. Agency for International Development.

The project starts in the beginning of 2007 and during its implementation three “Open your eyes clubs” are set up. In the clubs children in the age of 7-18 participate in discussions, where they are taught what trafficking of trafficking in human beings is and how to protect themselves of becoming a victim.

The project ends in 2008 but due to the positive results the Municipality of Veliko Tarnovo financially supports the continuation of the good practice of the project and 16 more clubs are set up in the Veliko Tarnovo region.

Start/duration:

The project started on 30 May 2007 and officially ended at the end of 2008.

Background research:

Before the initiation of the project, the St. Ivan Rilski Association works with a child, victim of THB for a year. The good results and the improvement the child is the reason why the Association decides to look into the topic of THB. After the Association does the survey among the population, on which basis the Open your eyes project is initiated.

Budget:

The costs of the project are 14 000 dollars. After the end of the project, the good practices continuation is financed by the Municipality of Veliko Tarnovo. In regards to the human resources, the only paid position is of the managers of the clubs. All the trainings, discussions and games are on a volunteer basis

Type of evaluation: /

Actor conducting evaluation/timing: /

Type of data collection method:

The activities of the “Open your eyes” clubs include also sports activities, discussion on different topics, which makes the clubs a natural environment for the children, where they gather information on certain subjects.

Further information

General information on the project: <http://eucpn.org/document/open-your-eyes-there-are-people-who-can-help-you>

Other related links: www.veliko-tarnovo.bg; www.veliko-tarnovo.mvr.bg

Helping Foreigners in the Czech Republic – fighting and preventing illegal employment practices, training responsible staff and engaging the general public (CZ)



Short description:

The first part of the project focuses on an improvement of work of the relevant state bodies when it comes to discovering and tackling illegal activities of employers towards their foreign employees and on an improvement of work of the relevant state institutions concerning a general employment policy for foreigners in the Czech Republic. This includes a creation of new methodological guidelines and an active work with foreigners in question and all relevant institutions with which they must deal when applying for the work permit and subsequently working in the Czech Republic.

The second and equally as crucial part of the project centres on prevention activities and is coordinated with the NGO called La Strada. These prevention activities can be divided into the following groups:

- Engaging experts in the fields of THB
- Engaging employers - companies, job recruitment agencies, HR staff etc.
- Primary prevention at schools
- Street work
- Engaging general public

Start/duration:

Start date: July 1, 2010 and still running.

Background research:

Foreign Police Dept. analysis carried prior to the project and national survey.

Budget:

1-st part of the project: Standard type of financing of expert police officers, including material, infrastructure, energy etc. (police experts in question perform all their activities as part of their official working duty).

2-part of the project (prevention): Social workers, street workers and project managers are funded by the annual funding programmes provided by the above described sources (Ministry of the Interior, Ministry of Labour and Social Affairs, Prague City Council, various private or publicly beneficial subjects, etc.). The same goes for organisation costs of workshops, trainings, lectures, printing activities, public campaigns etc. The overall annual costs of this part of the project are approximately 55 000 EUR.

Type of evaluation:

Monitoring evaluation. No impact evaluation yet.

Actor conducting evaluation/timing:

Internal: Regional Police Headquarters of the South Bohemian Region – Foreign Police Department.

External: collaborating partners.

Type of data collection method: /**Further information**

General information on the project: <http://eucpn.org/document/helping-foreigners-czech-republic-fighting-and-preventing-illegal-employment-practices>

Other related links (in Czech language only):

<http://www.policie.cz/clanek/jihoceska-cizinecka-policie-uspesne-rozkryva-system-nelegalniho-zamestnavani-cizincu.aspx>

<http://ceskobudejovicky.denik.cz/zlociny-a-soudy/nacerno-pracujici-cizince-ceka-vyhosteni-20140518.html>

www.strada.cz

KOBRA - The Central Coordination and Advisory Centre for victims of human trafficking (DE)



Short description:

The Central Coordination and Advisory Centre for victims of human trafficking (KOBRA) was founded on 1st September 1997 as a project of the registered association Phoenix.

KOBRA is responsible for the entire federal state of Lower Saxony and is financed in large part by the State Ministry of Social Affairs, Health Care and Equalization. KOBRA is an independent, non-governmental project. Our clients will be supported and stabilized in their personal life situations with all our options. Our support is anonym, free of charge, on voluntary basis and independent of the victim's willingness to cooperate with law enforcement agencies.

The aim of KOBRA is to improve the actual and legal situation of trafficking victims and to implement political and legal measures for them and against human trafficking on regional, supra-regional and national level. KOBRA pursues this aim by activities of coordination and advisory.

Start/duration:

The project started on 01 September 1997 and is still running.

Background research:

There was an urgent need for a coordination and advisory centre, because there had been none in Lower Saxony and even few in Germany, as the project Phoenix analysed.

Budget:

KOBRA is financed in large part by the State Ministry of Social Affairs, Health Care and Equalization. Apart from the first year, where costs for material and human resources were fifty-fifty, in the following years the personnel costs lay by 82 % and material costs by 18 %. Nowadays it is around 85 % personnel costs and 15 % material costs. Since the beginning in September 1997 until nowadays, KOBRA produced costs in the amount of 3.179.900 Euros altogether, therefrom 2.622.100 Euros human resources and 557.800 material costs.

Type of evaluation:

Yearly internal process evaluation.

Actor conducting evaluation/timing:

Internal: KOBRA-team.

Type of data collection method: /

Further information

General information on the project: <http://eucpn.org/document/kobra-central-coordination-and-advisory-centre-victims-human-trafficking>

For more information, please visit the English version of the website: www.kobra-beratungsstelle.de

HopeNow – Empowering trafficked people (DK)



Short description:

HopeNow works with the aim to provide holistic, empowering and human rights based assistance to trafficked people. We work daily and at a direct level with trafficked men and women; identifying trafficked people through outreach work in prisons, the asylum system, on the street etc.; teach and raise awareness of trafficking through lectures and events in all of Denmark; provide free legal aid; free therapeutic work; provide teaching and social activities for trafficked men and women; lobby and advocacy work to ensure and strengthen the rights and protection of trafficked people's rights; provides support for rehabilitation/reintegration in country of origin or Europe; medical support and referrals; bridge building between trafficked people and Danish authorities (police, CmM, Immigration etc.) HopeNow

is mentioned as a non-governmental cooperation partner under the Danish national action plan to combat human trafficking 2011-2014 and consultant to the Danish Center against Trafficking.

Start/duration:

HopeNow was founded in 2007, and the project continues to run.

Background research:

Data collection by the Danish state.

Budget:

Government funding is used for two full time social workers and two part time student employees; the majority of activities and support for the target group of trafficked people are funded by private donations. Private funding to maintain and develop the organization, as support for that is not provided by government. The annual costs of running the project in its current form is approximately DKK 1,000.000 or EUR 140.000, which is part government and part private & corporate funding.

Type of evaluation:

Process and results evaluation. Impact evaluation report from the start of the project till 2013.

Actor conducting evaluation/timing:

Internal: Danish Centre against Human trafficking.

External: collaborating partners.

Type of data collection method:

Gather knowledge and data about new developments or trends within trafficking.

Further information

General information on the project: <http://eucpn.org/document/hopenow-empowering-trafficked-people>

The project's website: www.hopenow.dk www.hopenow.eu

Human trafficking prevention and victim support through anti-trafficking hotline +3726607320 service (EE)



Short description:

Human trafficking prevention and victim support through anti-trafficking hotline +3726607320 service project aims to prevent trafficking for the purpose of labour exploitation, and to support victims of labour exploitation.

Target group: Inhabitants of Estonia.

Project outcomes:

- Safer environment for everyone in society created through empowering victims into making informed decisions about their rights and educating general population on the topic.
- Knowledge-based decisions made regarding new anti-trafficking policies and strategies.
- Data collected during the project will be gathered and analysed, so it can be used in process of developing efficient national strategies and policies on human trafficking, especially in labour exploitation and labour trafficking field.
- Improved and sustainable anti-trafficking activities maintained.

Start/duration:

Project started on 01 October 2004 and is still running.

Background research:

Data obtained from similar projects in Estonia and other countries, as well number of international reports.

Budget:

In 2014 predicted costs of the project are around 61 000€, out of which 84% are designated to cover human resources expenses (project manager, lawyer and 3 consultants) the rest of it cover all the operational costs (advertisement, rent, communications cots etc.).

Type of evaluation:

Monitoring and impact evaluation.

Actor conducting evaluation/timing:

Internal: NGO Living for Tomorrow.

External: donors that provide financial support.

Type of data collection method:

NGO Living for Tomorrow provides around 700 consultations yearly; collects monthly statistical data on services provided by the hotline, potential and an actual victim labour trafficking and yearly analysis and overview of assisted cases and performs primary identification and referral of trafficking victims.

Further information

General information on the project: <http://eucpn.org/document/human-trafficking-prevention-and-victim-support-through-anti-trafficking-hotline-3726607320>

The project's website: <http://lft.ee/human-trafficking/hotline-service>

Police Action plan against trafficking in human beings for purposes of sexual exploitation. (ES)



Short description:

Summarizing briefly, the major activities of the Police Action plan against trafficking in human beings for purposes of sexual exploitation for 2013 and 2016 are:

• Detect human trafficking:

- o By National Police, other Law Enforcement Agencies or other Public Institutions.
- o Detection on borders or in detention centres of foreigners.
- o Identification of alleged victims of human trafficking:
- Conducting interviews.
- Determination of evidences.

• Give the victim a comprehensive support covering, as far as possible, all your needs:

- o Medical and psychological care.
- o Legal advice in your language or in a language you can understand.
- o Protection and security.
- o Secure hosting.
- o Referral to Social Services and NGOs.

• Fight against organized crime.

- o Conduct police investigations, apprehend criminals, destroy criminal organizations and recover their economic assets.
- o Report to the Prosecutor.
- o Carry-trial evidence to convict those criminals.

Start/duration:

The project started in April 2013 and is still running.

Background research:

Study of the European Commission published in April 2013 on human trafficking in Europe, conducted by the statistical agency Eurostat.

Budget:

The daily activities carried out by the police officers involved in plan are funded with the Spanish State Annual Budget.

Type of evaluation:

- Quantitative and qualitative elements of the plan activities are studied.
- Statistical studies.
- Operational police intelligence analysis.
- Subsequently, improve and strengthen the activities of the plan for next.

Actor conducting evaluation/timing:

National police.

Type of data collection method: /

Further information

General information on the project: <http://eucpn.org/document/police-action-plan-against-trafficking-human-beings-purposes-sexual-exploitation>

Related links: <http://www.policia.es/trata/> and <http://www.youtube.com/user/Policia>

The development project for the vulnerable asylum seekers' service provision system in Finland 2 (HAPKE 2) (FI)



Short description:

The development project for the vulnerable asylum seekers' service provision system in Finland (HAPKE 2) had a broad approach to anti-trafficking. Joutseno and Oulu reception centres' project integrated promotion, prevention and corrective actions. European Refugee Fund participated in funding the project.

The main focus was on preventing and identifying labour trafficking among asylum seekers. The issue was tackled through developing services at reception centres and the National assistance system for victims of trafficking.

New anti-trafficking materials were created with the support of experts for use by reception centres, but also NGOs, the public, and other agencies. The national website www.ihmiskauppa.fi was developed further and new materials and languages added.

Reception centre staff developed their own working methods in workshops. Further trainings were provided for a variety of stakeholders.

Furthermore, the National assistance system for victims of trafficking built a web-based quality management handbook to develop its services for clients.

Start/duration:

Ran from 01 July 2013 until 30 June 2014.

Background research:

Project was mainly set up to ensure that reception centres had up-to-date materials, knowledge, practices, and ability to counter trafficking and labour exploitation of asylum seekers and to assist the victims.

Budget:

The project cost was just over € 91 000 out of which over € 54 000 was personnel costs. € 22 500 was spent on purchased services, such as translations, design & graphics, printing, film licenses and programme licence for the electronic quality management handbook.

Type of evaluation:

Self-evaluation, workshop evaluation. Impossible to conduct a comprehensive evaluation on the impact of the activities during the short project period.

Actor conducting evaluation/timing:

Internal: self-evaluation.

External: workshop participants.

Type of data collection method:

Quantitative and qualitative monitoring tools and techniques (workshops, participant's feedback, handbook feedback,...)

Further information

General information on the project: <http://eucpn.org/document/development-project-vulnerable-asylum-seekers-service-provision-system-finland-2-hapke-2>

Project did not have a public website. Some of the materials were published on www.ihmiskauppa.fi and on www.migri.fi

Ac.Sé National Network for the Assistance & Protection of Human Trafficking Victims (FR)



Short description:

The Ac.Sé National Network for the Assistance & Protection of Trafficking Victims, founded in 2001 by the Association ALC which handles its administration, is a network of 70 shelters & NGOs throughout France. It is funded by the Ministry for Women's Rights, the Ministry of Justice and the Municipality of Paris.

Ac.Sé aims at protecting and assisting human trafficking victims at risk at their current address by providing them safe accommodation, support and the opportunity to relocate elsewhere in France.

It also manages a resource centre for professionals, providing information and advice on the issues related to human trafficking. The Head Office organises workshops on common issues facing Ac.Sé partners and also multidisciplinary workshops for social workers, law enforcement officers and members of the Justice Department.

The Ac.Sé Network promotes public awareness of Human Trafficking (Exit-MTV Foundation et Not My Life WorldWide distribution) and participates in EU initiatives.

Start/duration:

The project started on 01 September 2001 and is still running.

Background research:

Analyses based on ALC Association data collected by its outreach unit and the ALC drop-in-centre in Nice.

Budget:

The budget for 2014 is as follows:

Purchases: 1670€; External Services: 23, 820€ (Office Lease, Lease for Two Emergency Shelter Apartments for Trafficking Victims, etc); Other External Services: 43,924€ (Head Office Work Expenses, Seminar Travel Expenses, Victim Travel Expenses); Tax: 7,912€; Management Salary: 86, 174€; Depreciation: 1,500€; Other: 32,000 (financial aid for sheltered trafficking victims).

Type of evaluation:

Network value and results evaluation.

Actor conducting evaluation/timing:

External: 2008 Cabinet FORS and 2013 Cabinet COPAS.

Type of data collection method:

Quantitative and qualitative monitoring tools and techniques (workshops, participant's feedback, ...).

Further information

General information on the project: <http://eucpn.org/document/acse-national-network-assistance-protection-human-trafficking>

For more information, please visit the English version of the website: <http://www.acse-alc.org/en/> or download the English version of the brochure: http://www.acse-alc.org/images/brochure_anglais2012.pdf

“Together” (HR)



Short description:

Ministry of Interior in cooperation with other competent government bodies, institutions and CSOs, is strongly directed towards the establishment of efficient National referral mechanism of prevention and repression of THB as a part of Organized crime. Coordinated, proper, targeted education, sensibilization and systematic prevention are the crucial and most efficient instruments in resolving this issue, which are incorporated within the preventive project “Together”. It combines numerous relevant expert institutions, CSOs and private sector in order form them to jointly

contribute, from the perspective of their competences, to achievement of the planned objectives.

The Project activities and target groups for are, in accordance with characteristics of each county (defined critical points with respect to THB – recruitment, transit and/or exploitation), determined for each police administration separately through **20 components** which contain different preventive measures and are always accompanied by application of **4 key models**:

1. MODEL: „ POLICE OFFICERS BE PROACTIVE“
2. MODEL: “TOGETHER IN COMMUNITY”
3. MODEL: “KNOWLEDGE IS POWER”
4. MODEL: “DON’T BE PASIVE”

The primary objective of this Project is to connect the key subjects of the society and motivate them to act jointly in prevention of THB through multidisciplinary and alternative approach along with developed cooperative and targeted initiatives and systematic activity of all relevant participants.

Secondary objectives encompass striking the dark number in terms of having timely reaction of responsible institutions, CSOs and private sector, thus having a real insight into the actual situation and types of crime, elimination of potential critical points, motivation of passive individuals and social subjects to react to socially unacceptable behaviour, and empowerment of potential victims in terms of enhancing their self-protection.

Start/duration:

The project started in October 2013 and it is still running. The completion of the project implementation is planned for the end of the year 2015.

Background research:

Data obtained by police administrations analyses, as well as by analyses of available data from other government bodies, institutions, CSO, local and regional governments, were used in process of planning of project activities.

Budget:

The following funds are ensured for the implementation of the project:

- 4. 000,00 € - for each county (20 police administrations in total) for organization of workshops, production of promotional materials and other expenses
- 20.000,00 € - for organization of education for multipliers, educational and promotional materials
- Costs of engagement of officers within their working hours and costs of usage of official cars are not included into the expenses.

Type of evaluation:

Process evaluation and impact evaluation.

Actor conducting evaluation/timing:

Internal: by the Police Academy authorized for conduct of scientific – professional activities by the Ministry of Science, Education.

Type of data collection method:

Risk analyses.

Further information

General information on the project: <http://eucpn.org/document/together>

RECOGNIZE IT IN DUE TIME - prevention program at schools against being victimized by human trafficking, prostitution and domestic violence (HU)



Short description:

RECOGNIZE IT IN DUE TIME – prevention activities in schools. Hungarian Interchurch Aid organized awareness raising, sensitizing prevention programs to prevent students from becoming victimized in the field of human trafficking, prostitution and domestic violence. 80 classes of more than 30 schools joined the program and 551 students in 2013 and 1500 students in 2014 took part in it. Objectives included prevention of victimization, awareness raising, sensitizing for students; provision of information and training for experts to enable them to hold prevention lectures. Sensitizing knowledge- and information-transfer was also provided to teachers of the affected schools.

Program elements:

- Contacting teachers, information on the program and its necessity;
- Surveying level of knowledge
- Survey of risk factors
- Form classes – sessions to transfer information and knowledge in 45 minutes
- Organizing sensitizing training in 2X1,5 hours
- Distribution of professional materials, flyers for teachers and students
- Evaluation of program results
- HIA also measures program efficiency, knowledge of the students and its development, and also students' affectedness in the given topics.

Start/duration:

The project ran from September 2012 until 31 October 2014.

Background research:

First the existing Hungarian prevention programmes were examined and HIA found that the available crime prevention programs focus on victimization in point of violent crimes and crimes against property (e.g. implemented by the Police) but do not handle child- prostitution and human trafficking in its depths.

Budget:

The program was realized by HIA from 12.813,12 EUR (4.000.000 HUF). Professional project management's costs were 3203,28 EUR, commission fees paid for experts amounted to 3843,93 EUR. In addition to these, training of experts required 640,65 EUR. 1921,97 EUR was spent on information flyers needed for sessions. A submenu is created on HIA's webpage which costs 2242,29 EUR and another 960,98 EUR was allocated for other administration costs.

Type of evaluation:

Project activities, implementation and impact evaluation.

Actor conducting evaluation/timing:

Internal: three HIA staff members.

Type of data collection method:

Reports, questionnaires and interviews with the participant experts.

Further information

General information on the project: <http://eucpn.org/document/recognize-it-due-time-prevention-program-schools-against-being-victimized-human-trafficking>

As a part of the project an English subpage is created within the organisation's official website (www.segelyszervezet.hu/veddeszre).

'Tackling Trafficking in Human Beings: Prevention, Protection and Prosecution' (IE)



Short description:

An Garda Síochána (Irish Police Force) has, in conjunction with the IOM, developed and delivered a partnership based multi-disciplinary training course for frontline police officers in relation to preventing and combating human trafficking. This training comprises modules on issues such as identification, victim protection, investigative techniques, legislation, international co-operation, crime

prevention etc. Significant focus on the training course is given to the role other state agencies and non-governmental organisations can play in the fight against trafficking. Relevant state and non-governmental organisations with expertise in areas such as trafficking for sexual exploitation, labour exploitation and legal advice for trafficking victims deliver course modules on their areas of expertise. Their input outlines the role they can play in supporting police work on trafficking. There are panel discussions with these organisations to allow for course attendees to further explore both the role these organisations can play and their perspectives on trafficking issues.

Start/duration:

Continuous

Background research:

Research conducted as early as 2007 indicted that the trafficking in persons was occurring in Ireland. The research identified 76 potential victims of human trafficking and was based on a questionnaires and interviews with NGOs and statutory bodies

Budget:

Generally each course is delivered to around 50 Gardaí at a cost of €10,000 to run the course (inclusive of the fee to IOM, materials and catering). In addition to this, members of An Garda Síochána are away from normal duties for the duration of the course (3 days). Presenters from Civil Society are reimbursed for their travel costs.

Type of evaluation:

The evaluation consists of a review of anonymously completed feedback sheets and input from presenters

Actor conducting evaluation/timing: /

Type of data collection method: /

Further information

General information on the project: <http://eucpn.org/document/tackling-trafficking-human-beings-prevention-protection-and-prosecution>

More information on: www.blueblindfold@gov.ie

Complex Approach to the Problems of Human Trafficking in Panevezys Region, Lithuania (LT)



Short description:

The Latvian NGO “Shelter “Safe House”” provides assistance to victims of THB as well as implements prevention activities at different levels, including grassroots, travelling the country with an informative caravan that holds an exhibition about the horrors of human trafficking and is surrounded by experienced professionals and trained volunteers to meet people of any background and teach them about trafficking in human beings and resources to protect oneself or save another.

Start/duration:

The project ran from 01 February 2012 until 30 December 2014.

Background research:

The crime situation in Panevezys region is widely analysed by Lithuanian sociologists since 2008, the main data was taken from the researches made by the Institute of Law in Lithuania.

Budget:

2 social workers were involved in full day job, project administrator – 0,5, the accountant – 0,75. Also 3 lawyers were hired in total for 19 cases. The entire costs of the project are 39.000 EUR.

Type of evaluation:

Process evaluation was carried out in January 2014 and the impact evaluation was planned for December 2014.

Actor conducting evaluation/timing:

Internal: Caritas Lithuania.

Type of data collection method:

Active involvement of the community in Panevezys region.

Further information

General information on the project: <http://eucpn.org/document/complex-approach-problems-human-trafficking-panevezys-region-lithuania>

Other related links: www.anti-trafficking.lt; www.caritas.lt; <http://www.anti-trafficking.lt/article/prekyba-zmonemis-nuo-vaiku-iki-vyru-sekundelt-2013-10-25>

Anti-trafficking Infotrailer (LV)



Short description:

The Latvian NGO “Shelter “Safe House”” provides assistance to victims of THB as well as implements prevention activities at different levels, including grassroots, travelling the country with an informative caravan that holds an exhibition about the horrors of human trafficking and is surrounded by experienced professionals and trained volunteers to meet people of any background and teach them about trafficking in human beings and resources to protect oneself or save another.

Start/duration:

The first public activity of the project took place on 18 September 2013 and the project is still running.

Background research:

The places where activities are implemented and target groups are approached are chosen based on the statistics of “Shelter “Safe House”” and information gained from social services and the Police.

Budget:

Since the trailer was purchased the overall costs run up to approximately 15000 euro which includes which resources (fees for lecturers at seminars for social workers, policemen, teachers etc., trailer guides and volunteers); cost of the trailer itself; cost of fuel; fees for the artist creating the exhibition; and some administrative costs.

Type of evaluation:

Evaluation of the general awareness and understanding of THB in the society, community or audience where the activity takes place. The team also evaluates itself after each activity.

Actor conducting evaluation/timing:

Internal: activity team of the NGO “Shelter “Safe House””.

Type of data collection method:

At the end of each activity feedback is organised to understand how well has the information been accumulated.

Further information

General information on the project: <http://eucpn.org/document/anti-trafficking-infotrailer>

‘Wat jij wil’ - weerbaar tegen loverboys (‘What you want’ - resilience against loverboys) (NL)



Short description:

The project ‘What you want – resilience against loverboys’ was developed by Centrum 16•22 in 1999, commissioned by the municipality of The Hague. It aims to prevent girls from becoming victims of THB. The project focuses on girls aged between 13 and 16 with a multicultural background, and mainly on those at the lower level of education.

There are five group meetings, whose activities aim to:

- inform about friendship, relationships, power, loverboys and human trafficking;
- get them to reflect on their own boundaries;
- make them (more) resilient;
- inform who to turn to if experiencing problems.

A great deal of attention is devoted to practising skills.

As a result of this project’s success it has grown from eight classes in 1999 to forty classes annually each with around fifteen pupils. There is a waiting list for participation in the project. So far, more than 10.000 girls have participated in the training.

Start/duration:

Start date of the project was 01 September 1999 and it is still running.

Background research:

this project was developed as part of the chain approach to THB of the city of The Hague. Since this project has been running for 15 years, it has not been possible to reconstruct if the context was analysed before the project started. However, there were a lot of developments regarding the fight against THB in the Netherlands.

Budget:

One-off development costs:

- EUR 12,000 - personnel costs
- EUR 5,000 - design and printing costs

Adjustment costs EUR 2,500 - personnel costs (annual)

Project implementation by the Centrum 16•22 trainer: EUR 1,600 per group personnel costs, based on 20 hours work per group for preparation, execution, evaluation and adjustment of the project.

Type of evaluation:

Process and impact evaluation.

Actor conducting evaluation/timing:

Internal: by Centrum 16•22.

Type of data collection method:

The project is embedded in the school's care structure, which means that there are one or several people at school to whom the girl can report an incident, make a statement and/or obtain professional help.

Further information

General information on the project: <http://eucpn.org/document/wat-jij-wil-weerbaar-tegen-loverboys-what-you-want-resilience-against-loverboys>

Project website: www.centrum1622.nl (Search function: wat jij wil).

“Not every train goes to Hollywood” (PL)



Short description:

The program consisted of a series of trainings addressed to the pedagogical environment. Training had brought closer the issues of human trafficking and familiarized teachers with the specificity of the phenomena to effective prevention work with youth. Provided the opportunity to exchange international experience between Polish, Ukrainian and Belarusian police in combating this type of crime as well as in cooperating on their

limitations. The project created a website which brings closer information in the most important content on the phenomenon of trafficking in human beings. Introduced social activities, poster-information actions and education campaigns resulted in learn about the crimes in this area to residents and visitors to the region of Western Pomerania. The conference presenting the problem and providing information in this regard gave the broader audience closer inter-institutional co-operation position. Further educational activities, implemented jointly with the youth, making of preventive film and conducting prevention activities allowed discussing the problem directly with those who, because of risky decisions are the most vulnerable to this type of incident. Continuation of the program in other projects allows keeping it with new preventive elements. Any assumptions and objectives of the project have been fully achieved.

Start/duration:

The project ran from 2008 until 2010.

Background research:

Analysis carried out by the organizers of the project as well as its partners. Research conducted by the organizers focused on the analysis of crimes recorded in the two years preceding the project, in the areas of crime-related issues. The analysis carried out by the partners concerned the awareness of children and young people in the area of awareness of real threats, among other things, the consequences of risky trips abroad.

Budget:

Each task generated separate costs for the project. The highest costs were generated by organization of social campaign, edition of educational materials in the form of posters, brochures and other publications, for a total of over 10 000 PLN. Another expense was the organization of an international conference with the participation of representatives of the Polish, Ukrainian and Belarusian police. Its cost of implementation were 10 000 PLN. Printing materials, hiring of exposure and providing the logistic for the conference was the expenditure that was funded by received grants amounted 20 000 PLN.

Type of evaluation:

Process and impact evaluation.

Actor conducting evaluation/timing:

Internal: by Provincial Police Headquarters in Szczecin.

Type of data collection method: /**Further information**

General information on the project: <http://eucpn.org/document/not-every-train-goes-hollywood>

Related link: <http://www.szczecin.kwp.gov.pl/profilaktyka> (in Polish).

Anti-Human Trafficking Unit – “A victim centred response to human trafficking” (PT)



Short description:

The Anti-Human Trafficking Unit

The Anti-Human Trafficking Unit's is a recent project which was initially designed to facilitate the gathering, compiling, analysis and dissemination of data on Human Trafficking, with the purpose of better understanding the problem and improving

SEF's intelligence led prevention capabilities.

Conceptually the purpose of the Anti-Human Trafficking Unit is to provide intelligence and expertise in Trafficking in Human Beings, to allow an easier adaptation to this dynamic phenomenon and to devise and make use of the best and most effective tools in the fight against this especially serious crime.

In practical terms this translates into being capable of identifying and providing immediate response in alleged Human Trafficking situations (i.e. assess and confirm indicators and collect first evidence of a crime of trafficking) and on a later stage to articulate and assist the investigation alongside with the Prosecution Office.

Start/duration:

The project Started on 1 April 2013 and is still running.

Background research:

The existing context was analysed by GRETA.

Budget:

Regarding human resources and considering that the Anti-Human Trafficking Unit's personnel belong to the SEF's staff, the costs are limited to the monthly wages of the Unit's members plus allowances.

Regarding logistic and operational costs, from April 1st, 2013 to the 1st trimester of 2014, these were:

Transportation: €10.157,30

Communications: €604,10

Type of evaluation:

Monitoring and impact evaluation.

Actor conducting evaluation/timing:

Internal: by the group responsible for monitoring the implementation of the National Plan against Trafficking in Human Beings.

Type of data collection method:

The Anti-Human Trafficking Unit's recent creation had the objective of facilitating the gathering, compiling, analysis and dissemination of data on Trafficking in Human Beings, with the goal of better understanding the problem and being able to improve our intelligence led prevention capabilities.

Further information

General information on the project: <http://eucpn.org/document/anti-human-trafficking-unit-victim-centred-response-human-trafficking>

The NO Project powered by Bancpost (RO)



Short description:

The NO Project powered by Bancpost is a Romanian awareness raising project on human trafficking targeting at the general public and, in particular, young people. The project aims at determining teenagers to understand the risks and identify the circumstances in which they may become victims of human trafficking. Under the call “Use your talent against human trafficking”, the project focuses especially on the involvement of young people through education, art, music, sports, dance, film, mass media and social media. This project values the power and skills of young people to influence attitudes and to change behaviours in their peers. The NO Project powered by Bancpost is the first public-private-NGOs partnership in Romania in the anti-trafficking field and is concluded between ANITP – National Agency against Trafficking in Persons, Bancpost – a Top 10 bank in Romania and ADPARE and eLiberare – specialised NGOs.

Start/duration:

The project ran from 21 September 2013 until 18 October 2014.

Background research: /

Budget:

The total cost of the project raised so far to EUR 50,000. It included:

- a. the promotional materials (flyers, posters, banners, stickers, dedicated website and Facebook page, branded T-shirts, etc)
- b. the events organisation (press conferences, countrywide roadshow, stands, tents, art installations, seminar materials, rental & technical costs, relay and cross event, etc)
- c. young artists' support (materials, filming or shooting sessions, etc)

Type of evaluation:

Monitoring, process and impact evaluation.

Actor conducting evaluation/timing:

Internal: by the Coordinating Team of the project.

Type of data collection method: /

Further information

General information on the project: <http://eucpn.org/document/no-project-powered-bancpost>

Related links: www.thenoproject.ro; www.facebook.com/thenoprojectromania

CORPORATE COMPASS – ETHICAL GUIDELINES AGAINST SEXUAL EXPLOITATION (SE)



Short description:

Human trafficking for sexual purposes is driven by the demand for sexual services. Studies shows that 80 percent of Swedish citizens' sex purchases occur abroad and that one third of these occur in connection to business trips. With the project Corporate Compass – Ethical guidelines against sexual exploitation the Swedish Women's Lobby (SWL) address the demand aspect in the trafficking chain by encouraging Swedish corporations on the international market to incorporate ethical guidelines against sex purchases and trafficking for sexual purposes into their CSR- work. This approach stands to have a normative effect on people's behavior and convince a large group of individuals to abstain from sexual purchases. The project has reached 200 market-leading corporations and several corporations have initiated a process to develop ethical guidelines against sex trade. SWL has developed information material for corporations, provided proposals on travel policies and codes of conduct and arranged trainings with corporations.

Start/duration:

Corporate Compass – Ethical guidelines against sexual exploitation was implemented as a project between 1 September, 2012 and 31 August, 2013.

Background research:

The project proceeds on research and government reports and studies.

Budget:

• Salaries (for project management, project leader and other staff)	290,000 SEK
• Administration (phones, Internet, postage etc.)	40,000 SEK
• Travel	40,000 SEK
• Fees (to external consultants, lecturers, researchers etc.)	50,000 SEK
• Facilities (for meetings, conferences etc.)	30,000 SEK
• Consumption at meetings and conferences	20,000 SEK
• Information (printed material, brochures, flyers, publications etc.)	90,000 SEK
• Auditing costs (only applies to the auditing of the project's accounts)	10,000 SEK

Type of evaluation:

There was no process or No external evaluation conducted.

Actor conducting evaluation/timing: /

Type of data collection method: /

Further information

General information on the project: <http://eucpn.org/document/corporate-compass-ethical-guidelines-against-sexual-exploitation>

Related links: <http://www.rattriktning.se/> and <http://www.rattriktning.se/stod-kampanjen/> (in Swedish) and <http://sverigeskvinnolobby.se/en/project/corporate-compass/> (in English).

Children in the Web (SK)



Short description:

Project Children in the Web was created on the basis of social demand, as at the time of its creation, there was no literature that would comprehensively name the risks of communication via modern technology.

Our goal was to develop a handbook that could be used by teachers, youth workers, police or helpines in further education process. Publication Children in the Web provides an overview of the main threats in cyberspace and ways to protect our children and ourselves against them. Each chapter focuses on one area of threats in cyberspace. In each chapter there are also numerous interactive activities and games enhancing the experience and knowledge. In addition to naming the threats, project Children in the Web also highlights other available prevention tools and resources for free expert advice.

Project Children in the Web received great reviews from teachers, youth workers and police officers who use it either for preventive lecturing or regular lessons of informatics and ethics in primary, secondary schools and preschools, but also in continuing education. The book has been translated into English and Hungarian language. It is easily applicable to other Member States and is updated annually. Number of 30 000 copies of the Children in the Web a year has been distributed and approximately 200 000 copies have been downloaded since the start of the project.

Start/duration:

The project started in June 2013 and is still running.

Background research:

The issue of online crime prevention in relation to the safe use of the Internet has been analysed in several studies conducted in collaboration of eSlovensko and the Research Institute for Child Psychology and Pathopsychology (VÚDPaP).

Budget:

The total cost of the project amounted to 7000 EUR, which includes distribution costs and human resources.

Type of evaluation:

Online survey. No impact evaluation yet.

Actor conducting evaluation/timing: /

Type of data collection method: /

Further information

General information on the project: <http://eucpn.org/document/children-web>

Related links: http://sheeplive.eu/sites/default/files/children_in_the_web_0.pdf and <http://www.youtube.com/watch?v=27VM-NrBqvl>

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