ENPATES
EUROPEAN NGOS PLATFORM AGAINST TRAFFICKING, EXPLOITATION AND SLAVERY
HANDBOOK
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INTRODUCTION

In the last twenty years, the anti-trafficking NGOs have developed remarkable programmes, practices, methodologies, and tools to promote the rights of trafficked persons, to provide them with a wide range of services, and to raise awareness or train different actors on various trafficking-related issues. Yet, in too many instances, the NGOs’ effort is still significantly fragmented and uncoordinated due to the lack of common analysis, programming, and positioning before the national and European institutions. Furthermore, there is a serious dearth of operational coordination for the protection of trafficked persons within and across borders through a structured information system and cooperation procedures between NGOs and among NGOs and other relevant agencies.

In 2009, in order to fill in the abovementioned gaps, Associazione On the Road (Italy), La Strada International, Anti-Slavery International (UK), ALC (France), ACCEM (Spain), ADPARE (Romania), LEFOE (Austria), KOK (Germany), and PAG-ASA (Belgium) successfully submitted the project ENPATES - European NGOs Platform against Trafficking, Exploitation and Slavery within the framework of the Prevention of and Fight against Crime Programme funded by the European Commission - Directorate-General Home Affairs.

Implemented between July 2010 and November 2012, ENPATES aimed at establishing a Pan-European, stable and flexible platform for NGOs to develop a common framework for analysis and action to orient anti-trafficking policy, strategy and programming. The project gradually involved anti-trafficking NGOs of EU Member States, candidates and non-EU countries. Currently, 27 organisations have officially joined the Platform, representing 25 different countries.

The participation of a notable number of NGOs to the ENPATES platform is certainly a great result that contributed to the achievement of the following outcomes: facilitation of contacts and exchanges among European NGOs on practical issues concerning anti-trafficking actions, through the organisation of two Anti-trafficking NGOs Consultative Meetings (5-6 April 2011, 13-14 November 2012); identification and analysis of the NGOs’ needs; collection and analysis of data, information and knowledge on trafficking in human beings in the areas of phenomenon, policies and practices (see www.enpates.org); and development of recommendations and guidelines for anti-trafficking NGOs’ both on advocacy and domestic and cross-border cooperation.

This publication comprises some of the most relevant project products. Chapter 1 presents the Advocacy Guide designed for facilitating lobbying activities aiming at policy change to fully protect the rights of trafficked persons at any stage of their identification, referral, and support.

Chapter 2 contains an overview of twenty relevant anti-trafficking practices carried out by European NGOs in the area of prevention; training and research; identification and first protection of trafficked persons; long-term assistance and social inclusion in countries of origin, destination and third countries.

Chapter 3 focuses on case studies of transnational cooperation between NGOs in cases of human trafficking. The selected twelve case studies mainly concern cross-border cooperation for the safe return of trafficked persons from destination to their countries of origin.

The review of the selected practices and cases hereinafter presented do not cover all work typologies carried out by European anti-trafficking NGOs. Nevertheless, they are relevant in terms of innovative methodologies employed and achieved results. They are useful tools to foster the knowledge and know-how exchange among NGOs and other anti-trafficking actors, so to improve their skills to implement more effective strategies and practices to fully protect and support women, men, and children trafficked and exploited in the countries of origin, transit or destination.

The Annex section includes the Overview of NGOs needs and expectation with respect to the ENPATES Platform and the full description of the relevant practices and the case studies respectively analysed in Chapter 2 and Chapter 3. It also contains the Charter on principles, objectives, activities, membership, structure and functioning of the ENPATES Platform as well as the Final conference statement listing the key lessons and recommendations identified through the project implementation.

In conclusion, the ENPATES partners would like to sincerely thank all NGOs and other anti-trafficking key players who actively participated in the implementation of the project activities with the common
view to improve their skills to nationally and transnationally cooperate so to better prevent and fight human trafficking and, most of all, to support trafficked persons at any stage of their identification, referral and social and labour inclusion in the country of origin, destination or resettlement. The ongoing exchange and collaboration among anti-trafficking practitioners significantly contribute to the development of a common understanding, approach, and action to anti-trafficking strategies and policies. Most of all, the continuing dialogue and “contamination” of practices among NGOs are crucial to jointly orient and strengthen policy, strategies and programming to fight human trafficking as well as to protect and empower trafficked persons within and across borders.
ABOUT THE ENPATES PROJECT

Background

The project ENPATES – European NGOs Platform against Trafficking, Exploitation and Slavery was funded under the Prevention of and Fight Against Crime Programme (2009) of the Directorate-General Home Affairs of the European Commission and coordinated by Associazione On the Road (Italy) in partnership with La Strada International (The Netherlands), Anti-Slavery International (UK), ALC (France), ACCEM (Spain), ADPARE (Romania), LEFOE (Austria), KOK (Germany), and PAG-ASA (Belgium). These NGOs share a long-standing commitment and experience – at the local, national, and transnational level – as to the fight and prevention of human trafficking and, most of all, the support and protection of the rights of trafficked persons. ENPATES, then, is the outcome of the anti-trafficking engagement of a group of European NGOs that – over time – have exchanged information, knowledge, know-how with the aim to improve the anti-trafficking response and to better meet the needs of the assisted trafficked persons within and across borders.

The project started in July 2010 and ended in November 2012.

Project objectives

The ENPATES project aimed at establishing a pan-European, stable and flexible platform of anti-trafficking NGOs to develop an effective coordination strategy for the promotion and protection of the human rights of trafficked persons.

To achieve this main objective, the ENPATES partners identified the following specific objectives:

- To develop a common European NGOs framework for analysis and action to orient policy, strategy and programming in response to trafficking in human beings;
- To connect and disseminate analysis, knowledge and information about trafficking in human beings, exploitation and slavery in Europe (phenomenon, policies, practices) in order to increase the available knowledge base;
- To set up a system for the functional exchange of good practices and the operational cooperation among NGOs and between NGOs and other relevant anti-trafficking agencies in the field of prevention, assistance and referral of trafficked persons;
- To contribute to the promotion of consistent and effective national and European anti-trafficking policies based on a human rights, gender, age, and cultural sensitive approach and with a multi-agency, holistic, and integrated perspective.

Project activities and results

The ENPATES project carried out a comprehensive set of activities grouped into “working packages” (WPs) as follows:

- **WP 1 - Management and Coordination**
  The lead partner was responsible for the sound management of the project, including administration and accounting; on-going exchange among partners on the project activities, results, and timeline; organisation and coordination of six steering committee meetings; distance consultation by phone, e-mail, Skype, website; and ex-ante, in itinere, and ex-post evaluation.

- **WP2 - Needs Analysis and NGOs Platform Building**
  The ENPATES partners carried out a comprehensive assessment of the needs of the European anti-trafficking NGOs involved in the project to better identify and define both the objectives and the activities of the Platform. The First Anti-Trafficking NGOs Consultative Meeting was held on 5 and 6 April 2011 in Rome, where 40 NGOs from EU and no EU countries participated in six working groups and two plenary sessions, contributing to the definition of the contents of the ENPATES
Project/Platform activities. During the Consultative NGOs Meeting, the Partnership presented the ENPATES Statement Draft, which eventually became the Charter of the ENPATES Platform. NGOs expressed their interest in the ENPATES Platform not only through their active participation, but also by providing valuable input for the development of the guiding principles, the structure, and the activities of the Platform.

- **WP3 - Mapping of Resources and Information (phenomenon, policies, practices)**

- **WP4 - Information Gathering and Publication (a regular updating system on phenomenon, policies, practices)**

They were aimed at collecting and sharing the available knowledge on human trafficking and anti-trafficking measures with the purpose to set up an online resource centre on trafficking-related phenomena, policies and practices. The resource centre has been designed to function as a knowledge-sharing tool and a contact point for referrals for anti-trafficking NGOs and other stakeholders concerned. Currently, the online resource centre (www.enpates.org) contains relevant national and transnational knowledge as to:

- **Phenomenon**: publications and reports on the root causes, process, forms, and sectors of exploitation of trafficking, and groups at risk of recruitment and exploitation;

- **Anti-trafficking policies** and their implementation in different countries;

- **Anti-trafficking practices**:
  - A desk review on 35 manuals and publications on anti-trafficking practices downloadable from the website;
  - A publication compiling 20 relevant practices and 12 case studies collected through the involvement of the members of the ENPATES NGOs Platform.

The website also contains a directory of European anti-trafficking NGOs and organisations.

- **WP 5 - Tools and Recommendations Production (policy, information and cooperation)**

The ENPATES partnership developed tools and recommendations to improve NGOs capacities to provide support to trafficked persons on the field; cooperate across borders in cases of trafficking; and develop advocacy activities at the national and transnational level. Deliverables of this WP include: an advocacy guide/policy recommendations; an overview on relevant practices; a collection of 20 relevant anti-trafficking practices and 12 case studies gathered in WP 3/4; an overview on transnational cooperation for NGOs; the ENPATES Handbook; and the Final ENPATES Report.

- **WP 6 - Dissemination, Advocacy and Development of the Platform**

This WP activities included: Launch of ENPATES NING social network; creation and implementation of the ENPATES; distribution of project deliverables’, i.e. ENPATES Handbook in five languages (English, Italian, German, Spanish, French), ENPATES Final Report (English) in hard copies and online; the Final Transnational Conference (Rome, 14 November 2012) where 30 NGOs from 28 countries participated.

In order to increase access and participation of EU and non-EU NGOs to the Platform and to ensure its post-project sustainability, the ENPATES partnership organised the Second NGOs Meeting and First ENPATES NGOs Assembly (Rome, 13 November 2012). Experts and participants addressed key issues and challenges concerning the NGOs work in the anti-trafficking field. During the meeting, a draft strategy for the future of ENPATES was presented, discussed and approved by the ENPATES members.

**The ENPATES Platform**

The main project outcome is the set up the ENPATES Platform. The latter intends to ensure the implementation of the provisions and recommendations contained in relevant international and European instruments that are in line with the human rights approach. In fact, the ENPATES Platform partners have committed themselves to the following fundamental principles:

- Trafficked and exploited persons’ rights at the centre of any anti-trafficking action;
- Independency of NGOs and fulfillment of their “watchdog” role;
- Transparency and accountability of participating NGOs;
- Respect for and openness towards the ENPATES partners and the stakeholders they engage with.
The specific objectives of the ENPATES Platform are:

- To increase European knowledge and analysis based on anti-trafficking policies, practices, and studies;
- To establish a stable system for exchange of good practice and operational cooperation among anti-trafficking NGOs and other actors concerned as to the prevention, assistance and referral of trafficked persons;
- To foster coherent and effective national and European anti-trafficking legislation, policies, programmes, and services that must respect, protect, fulfill, and promote the full range of civil, cultural, economic, political, and social rights every person unconditionally holds at any stage of their identification, referral and support process. All presumed and identified trafficked persons must then be equally treated without any discrimination on any ground such as “gender, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status”. Furthermore, policies and services must be based on a comprehensive multi-agency, holistic, and integrated perspective.
- To use the Platform as a tool to influence at international level, as well as to support NGOs at national level for lobbying and advocacy purposes;
- To give voice also to small NGOs and all represented countries;
- To bring the local concerns to an international/global level;

By the end of the project, the ENPATES Platform comprised 26 members from 25 countries:

- 15 EU Countries: Italy, France, Romania, Portugal, Spain, Ireland, Estonia, Latvia, Lithuania, Greece, Sweden, Denmark, Luxembourg, Finland, Germany
- 5 Candidate countries to join the EU: Serbia, Turkey, Albania, Bosnia-Herzegovina, Kosovo
- 5 non-EU countries: Georgia, Azerbaijan, Armenia, Switzerland, Norway.

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1 Council of Europe, *Convention on Action against Trafficking in Human Beings*, CETS No. 197, Art. 3.
CHAPTER 1

POLICY RECOMMENDATIONS ON ANTI-TRAFFICKING:
HOW TO GO ABOUT THEM AND HOW TO ADVOCATE FOR THEM

Klara Krivankova, Anti-Slavery International (United Kingdom)

This chapter aims to offer some guidance and tips on achieving policy change in the area of anti-trafficking. It begins with suggestions on advocacy strategies and techniques that can be useful when seeking to bring about change either nationally or in the international contexts. It also provides insight into selected international and regional mechanisms with which NGOs can engage and that can help us achieve change.

The type of change that we desire can vary – it can be a change in the law, attempt to improve processes through which trafficked people are referred to assistance or change in the way improvements and obligations, of states as well as civil society organisations, are monitored.

While different countries in Europe might have different needs in terms of change, the processes of achieving those changes and tools how to go about them are to a large extent transferable and can be adapted to the particular national context or circumstances. In essence, those who identify the need for a change (a problem) have to persuade those who are in the position to make that change happen (policy-makers) about that need and press them to initiate the process of change.

Advocacy is the term used to describe the process of achieving change and this chapter offers a mini-guide to NGOs on this.

However, before any process of advocacy can begin, sufficient knowledge – evidence base – about the problem that needs addressing must be available. Collecting information and documenting practices are often usefully done through international monitoring and shadow reporting. That way, the evidence can be used both for advocacy on a national level, but also in the international context, to put pressure on a country using international mechanisms such as the United Nations.

The text below is structured into three main sections. The first section offers some insight and practical tips on how to develop an effective advocacy strategy and how to advocate for change. In the second section, several tools for assessment and shadow monitoring are listed. Furthermore, it also offers advice on using some of the international mechanisms to exert pressure for changes. The final section offers some practical advice on conceiving recommendations and briefings.

1.1 What is advocacy and how to advocate for change?

Advocacy is any activity that a person or organisation undertakes to influence policies. In the life cycle of a non-governmental organisation a lot of its work is advocacy – often without the organisation realising that this is what it is involved in. The notion of advocacy is often used interchangeably with the notion of lobby. However, lobby is a different, more specific set of actions:

Lobby includes activities that ask policymakers to take a specific position on a specific piece of legislation or on other decisions.

So, what is it that we do when we advocate?

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We:
- Pursue a desired outcome.
- Promote a solution to a problem.
- Build the political will for action.
- Try to influence a person or a group of people in order to change something.

Advocacy, whether aimed at an individual policy maker or at a general audience, usually has to go through several stages before it can achieve a practical impact.

**Advocacy stages include:**
- Raising awareness/knowledge of the issue (for this we will need to dispose of a knowledge/evidence base to demonstrate the problem in an authoritative manner);
- Having the information accepted as true (again for this more than just anecdotal documentation of the problem is essential);
- Identifying and proposing solutions to the issue (a change);
- Achieving desired change in policy or attitude;
- Ensuring the implementation of policy or change of behaviour.

These stages are applicable both for actions that are aimed at a single issue, or time limited campaigns as well as on-going work undertaken around a range of issues (for example continuous monitoring of state’s adherence to human rights treaties).

Each advocacy activity requires thorough planning. The planning needs to take into account a number of internal and external issues and map stakeholders to identify potential allies who might be able to assist in achieving change.

**Advocacy planning comprises:**
- Identify the problem and the key solutions (try to break down the problem to basic elements and identify solutions that are realistic and could be conveyed to a non-specialised audience);
- Ensure you have a stable foundation (consider your resources, evidence, reputation, internal communication, etc.);
- Review the political environment (who has power, what is their attitude, limitations on their ability to make the changes to policy/practice); consider also whether any election is upcoming (national/local);
- Set your objectives – make them SMART (Specific; Measurable; Achievable; Realistic; Timebound);
- Develop an advocacy strategy to achieve these objectives;
- Implement the plan and keep the process dynamic (monitor, evaluate and amend during the project lifetime).

The advocacy goal that you are trying to achieve will determine the strategy to adopt to achieve this goal. In some cases, a single focused activity might be sufficient to achieve what you are pursuing. At other times, you will need to combine several methods in order to achieve the desired outcome.

In general, your strategy will use one or a combination of the following:

- **Grass roots campaigning**
  This strategy usually involves educational work, publications, raising awareness and mobilising members of the public. Have a clear message and something that people can do (e.g. letter writing, petitions, postcard, giving money, visit website, inform others) to help you advance your cause. If general public gets involved, it shows that ordinary people, who are voters, are concerned about this issue. This will in turn make the issue more attractive for politicians.

- **Coalition building**
  It is rare that we achieve change single-handedly. Working with other organisations and individuals and involving them in your campaign can strengthen the whole process. Make links with similar organisations and non-traditional allies (for example trade unions or the police). Also seek the support of influential individuals and groups (e.g. media, sports or music stars, community or religious leaders) that can have better access to those in the position of power. This is valuable because it allows you to: reach a wider audience and mobilise different constituencies; specialise and share tasks between groups; increase your impact; and share your costs.

- **Influencing decision-makers**
  Your targets of influence include Government Ministers, civil servants and advisors as well as local officials and politicians from other political parties. It could include officials who write guidance or interpret laws (judiciary, immigration officers, police, social workers, etc.). Before attempting to influence those it is important to map who is the most likely target to turn to your side and focus on those that are the most realistic ones.
• Media work

Media can be your best ally, but it can also influence your campaign negatively. You should always remember that your opponents are likely to use media in the same way that you do. Furthermore it might not be always beneficial to involve the media in your campaign. Work with the media involves getting coverage through the television, newspapers, radio, magazines, the Internet, etc. You can work with the media pro-actively (e.g. provide them with stories and tips) and/or re-actively (react to what is being presented in the media, for example write a letter to the editor).

How do advocacy tools reinforce each other?

The diagram below will help you understand how the various advocacy tools reinforce and complement each other:

Another way how to understand what we do when we advocate is to list all the steps in the process of advocacy. Each of the elements of the process has to be carefully designed and generally, none of them should be skipped. Certainly, in some cases it might not be necessary to work in partnership, but as a general rule, the process should be followed meticulously to achieve the best results.

Advocacy Process:
1. Define the issue (“interest”)
2. Set goal and objective (including short term measurable achievements)
3. Identify target audience (“subjects”)
4. Build support (“partners“)
5. Develop the message (who are you trying to reach? What do you want to achieve?)
6. Select tools that support your interest (“instruments“)
7. Raise funds
8. Develop implementation plan (activities and tasks, responsible persons, time frame, resources)

1.2 Tools and guidance for monitoring and assessment by NGOs

This section aims to assist you with developing and improving your monitoring processes and collecting your evidence base. First we will offer you several tools that could be used to assess the states performance and to evidence their adherence to international obligations. We will then introduce to you some of the mechanisms that could be used to submit shadow reports or raise your concerns and allegations.
1.2.1 Assessment tools

To assess the human-rights impact of anti-trafficking policies in your country, a plethora of international human rights instruments can be used.

  
  *The Right guide* is a useful tool to assist in the process of assessment, using the most relevant human rights tools. It was developed exclusively for the use of NGOs, including small grassroots and community organisations. The tool has been tested by NGOs in several countries across the globe.

  *The Right guide* is available online in English and in French.

Some tools have been developed for the states to assist them in self-assessment of their performance. These tools can be used or easily adapted for the use by NGOs as well. One of such tools is:


  The manual contains questions that allow Member States to assess whether they are implementing anti-trafficking measures and a total of 55 indicators against which Member States can measure their progress. The manual consists of four parts: Part I focuses on six guiding principles, all of which are essential foundation stones if the range of other actions required to combat trafficking in human beings are to be successful. The subsequent three parts focus on prevention (Part II), protection and assistance (Part III) and law enforcement strategies (Part IV).

  The manual can be downloaded online.


  Acknowledging the crucial role played by monitoring and evaluation of the anti-trafficking frameworks in place in each EU Member State to ensure the full protection of trafficked persons' rights, Associazione On the Road (Italy), ACCEM (Spain), ALC (France) and La Strada International (Netherlands) laid the first foundation stones to define a shared and comparable methodology for NGOs to monitor and report on the efficiency and the effectiveness of the anti-trafficking legislation and work that is daily carried out by governments, NGOs and other actors in the field.

  Through the project E-notes (“European NGOs Observatory on Trafficking, Exploitation and Slavery”) – co-funded by the Prevention of and Fight against Crime Programme of the European Commission (DG Home Affairs) – in February 2011 the partners, with the support of researchers and NGOs based in all 27 Member States, issued the first report that assesses the anti-trafficking policy and practice in the European Union.

  The E-notes report (authored by Mike Dottridge) reveals that governments within the EU have different interpretations of what actions should be given priority to stop trafficking and to protect people who have been trafficked and indicates that the protection provided to many trafficked persons is inadequate. There are substantial discrepancies between EU Member States on fundamental aspects of anti-trafficking policy and practice within the EU, such as national legislation to prohibit human trafficking and definitions of trafficking, the existence of coordinating bodies and the process to identify trafficked persons. Several provisions of international and national legislation aimed at protecting the rights of trafficked persons still exist only on paper in the majority of EU Member States. Finally, the report contains recommendations for both governments and the European Union as a whole. A summary of the report is also included in each of the EU’s national languages.

  The report, including the tool used for monitoring, can be downloaded online.
• **Recommended Principles and Guidelines on Human Rights and Human Trafficking** (2002: UN Office of the High Commissioner on Human Rights)

Aside from tools that are aimed at assessment of responses, it is also useful to know the framework that can serve as a benchmark for assessment and evaluation. In terms of determining the extent to which human-rights approach is applied within anti-trafficking, the guidelines produced by the UN Office of the High Commissioner on Human Rights offer a solid background. The guidelines are a framework document aimed at developing human-rights based responses at each stage of the anti-trafficking process. The guidelines were developed in 2002. In 2010, these guidelines were further developed into a commentary that details how the application of each of the guidelines can be implemented (and hence also assessed) on the ground.

The text of the guidelines in English, French and Spanish\(^7\) and text of the commentary are all available online.

### 1.2.2 Monitoring on the national level

Monitoring compliance with obligations and assessment of the implementation of anti-trafficking policies, as well as the human rights impact assessment is one of the tasks of civil society organisations involved in anti-trafficking work.

The evidence of impact on the effectiveness of policies is key when we strive to achieve change. While some organisations whose core business is to provide assistance to trafficked persons might have limited capacity to engage in the policy debate, it is important that their experience from the ground, and the voices of those they assist are fed through. Below are some examples and tips how NGOs can engage on the national level to ensure a positive change for those they work with.

**NGO coalitions monitoring of anti-trafficking measures**

Sometimes, the most feasible way how to increase capacity of small or grass-root service providers to engage on the strategic, policy level is through coalition working. Practical example of such coalition that works towards a common aim is the Anti-Trafficking Monitoring Group. Founded in 2009 in the UK, the group comprises of some nine NGOs works jointly to monitor the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings.

The group has devised own methodology for shadow monitoring, combining several techniques such as literature review, interviews, initiating questions to be asked of the government by the Parliament and uses the freedom of information legislation to access information about trafficking from the government. A copy of the first report of the group published in 2010, including description of the methods can be found at: [www.antislavery.org/includes/documents/cr_docs/2010/ft/full_report.pdf](http://www.antislavery.org/includes/documents/cr_docs/2010/ft/full_report.pdf).

**National multi-agency working groups and bodies**

The context in every country is different. Therefore, it is important to carry out a bit of stakeholder mapping before deciding on the most productive way of advocating for change. The section above suggested an example of an NGO-lead monitoring. Another option is becoming a member of a national working group or a national taskforce.

In many countries, the anti-trafficking work is driven by a policy (commonly formulated is an action plan). Part of the implementation process of such policy is a coordination body or mechanism that often include a multi-stakeholder grouping. It is a sign of good practice, if civil society organisations are represented on this body.

An example of such a body is The Task Force on Combating Human Trafficking (TFHT) that has been working in Austria since 2004. It is headed by the Federal Ministry for European and International Affairs and mandated to coordinate the anti-trafficking measures taken by Austria. The task force holds regular meetings, chaired by the ministry and is composed of Task of representatives of all the competent ministries, the federal provinces and non-governmental organisations.

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\(^7\) [www.ohchr.org/Documents/Publications/Traffickingen.pdf](http://www.ohchr.org/Documents/Publications/Traffickingen.pdf)
Another example of a national coordination body, where civil society organisations are invited to participate, can be found in Romania. In 2003, a Governmental Decision\(^8\) created The Inter-Ministerial Working Group (IWG). The IWG consists of 4 representatives of the Ministry for Administration and Interior; members of other Ministries, including Justice; Public; Labour, Social Protection and Family; External Affairs; Education, Research and Youth; Health; Public Administration; Culture; National Authority for Child Protection and Adoption. Other relevant authorities and institutions with relevant attributions can also be represented. NGOs also participate in the IWG, for example ADPARE is represented. The IWG meets quarterly or more frequently, if necessary. Similar meeting are also held regularly at the regional level, together with the regional ANTIP Centre, local authorities and other relevant actors active in the respective region.

In addition to these coordination bodies, in many countries there are on the national level charged with monitoring of the human rights record or bodies, carries out independent inquiries or accept complaints about the failures in operation and abuse of process by government departments. These bodies take different forms, such as an ombudsperson or a national human rights commission. For example, the UK Equality and Human Rights Commission has recently concluded and inquiry into trafficking in Scotland and published its findings in a report presented to the Parliament\(^9\).

1.2.3 International monitoring

Presenting shadow reports to international monitoring bodies is a useful way of reinforcing national advocacy and lobby in an attempt to influence policy change. There are several possibilities that NGOs in Europe can use to exert pressure on their national governments to introduce changes. Below, we will briefly discuss some of them. Please note that the possibilities listed below are not an exhaustive list and that you might find other channels that are more effective for your particular national context.

To engage with some of the bodies or in certain monitoring processes, NGOs will need to either be registered with those bodies or have a formally recognised status. For example, in order to engage with the United Nations process (like interventions at the Human Rights Council or participation and organisation of events at the Conferences of the Parties), NGOs need to have obtained a consultative status with the UN Economic and Social Council (ECOSOC). To date, globally some 3,400 NGOs enjoy this status. Information on how to apply for this status can be found here: <http://csonet.org/index.php?menu=30>.

To attend some conferences and meetings convened by the United Nations, NGOs might not need to have the ECOSOC status, but will have to be registered for accreditation in advance.

Council of Europe

The Council of Europe, based in Strasbourg (France), now covers virtually the entire European continent, with its 47 member countries. Founded on 5 May 1949 by 10 countries, the Council of Europe seeks to develop throughout Europe common and democratic principles based on the European Convention on Human Rights and other reference texts on the protection of individuals.\(^10\) The Council of Europe is also the home for the Convention on Action against Trafficking in Human Beings, which is the only international treaty that has embedded anti-trafficking measures within the human rights framework. Importantly, the Convention provides set up of an independent monitoring mechanism capable of controlling the implementation of the obligations contained in the Convention by the states. The monitoring mechanism is set up from a group of experts that form a body called GRETA. GRETA is responsible for monitoring the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings (2005) by the Parties. The monitoring procedures that are currently in place include a questionnaire to the states’ parties and a country visit. NGOs are a vital part of the monitoring process.

\(^8\) Decision no. 299/2003.


Procedures for evaluation:

- **Questionnaire**
  GRETA has prepared a questionnaire for the first evaluation round (that commenced in 2010) that states parties have to complete. The questionnaire focuses on the provisions of the Convention that will provide an overview of the implementation. The states have a deadline by which their response to the questionnaire must be received by GRETA. They are obliged to answer all the questions in the questionnaire and provide any supporting data or documentation.
  GRETA is also accepting, and is very interested in submissions from the civil society. The input at the questionnaire stage can be either joint with the government or independent. The information needs to be credible and verifiable.
  You can either use the questionnaire or answer all, or some of the questions for which you have the most relevant knowledge. You can also decide to draft a shadow report, within your organisation or together with several other organisations in the field of anti-trafficking. The information must be submitted in either English or French, the two official languages of the Council of Europe, as there are no resources to translate documents provided in other languages.
  The most useful, taking into account the limited resources and capacity of GRETA, is to submit one consolidated report from a group of NGOs than several separate NGO reports.

- **Country Visits**
  In addition to the written submission, GRETA also visits all the countries that are under review. During the visit the experts seek to verify the information it has received and to examine and evaluate the practical implementation of the measures taken. During these visits GRETA meets with civil society representatives, including from non-governmental and other relevant organisations. GRETA may also decide to organise hearings with various actors carrying out work to prevent trafficking, to assist and protect trafficked persons and to bring to justice those responsible for violations of the human rights of trafficked persons.

What can NGOs do?

- Contact your government and ask to be consulted about measures taken or planned with a view to the implementation of the Convention and its reporting to GRETA;
- Submit information directly to GRETA in the form of an NGO report, which is separate from the government’s submission, and which responds to some or all of the questions set out in the questionnaire:
  
  All input from civil society must reach GRETA a date set for each monitoring round possible earlier. It should be sent in English or French to the Executive Secretary of GRETA. Contact details and further information can be found at: www.coe.int/t/dghl/monitoring/trafficking/default_en.asp

- Organise a roundtable or platform for civil society when GRETA holds a visit to your country.

The result of the monitoring is a report assessing each of the countries. Draft report is shared with the government of the country under review for comments. Once the country has commented on the draft, GRETA will prepare its final report and conclusions which will be sent at the same time to the Party (the signatory country) concerned and the Committee of the Parties (which is the second pillar of the monitoring process). The final report together with the Party’s comments will be made public and cannot be further modified by the country review.

For more about the process of submitting shadow reports, to view reports on countries that have been reviewed and to learn more about the process of monitoring see:
www.coe.int/t/dghl/monitoring/trafficking/Docs/Monitoring/GRETA_en.asp#TopOfPage

*United Nations Human Rights Mechanisms*

The main two bodies that are concerned with the issue of trafficking at the UN level are the UN Office of the High Commissioner on Human Rights (UNOHCHR) and the UN Office on Drugs and Crime. For assessment of the human rights dimension of trafficking, the various human rights mechanisms of the UN can be used.

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11 The questionnaire is available in English at: <www.coe.int/t/dghl/monitoring/trafficking/default_en.asp>.
The Human Rights Council has 47 elected members that cover five different regional groups. It meets three times a year – March, June and September. The Council has two mechanisms that provide opportunities for anti-trafficking advocacy:

a) The system of special procedures
b) The Universal Periodic Review process.

- **United Nations Special Procedures**
  
The “Special procedures” are mechanisms established by the Human Rights Council to address either specific country situations or thematic issues. As of 2011, there were 33 thematic and 8 country mandates. Those who hold the mandates are Special Rapporteurs, Independent Experts, Special Representatives of the Secretary General or members of Working Groups.
  
The mandate allows Special Procedures examine, monitor, advise and publicly report on major human rights themes and phenomena worldwide (thematic mandates) or on human rights situations in specific countries (geographic mandates) worldwide, irrespective of convention ratification. They also have the facility to raise urgent allegations in relation to particular cases or trends. Mandate holders act in their personal capacity. They are not UN staff members and are not paid by the UN. OHCHR staff provides some, but limited support to mandate holders.
  
  Thematic mandate holders relevant to our work include: Special Rapporteur on Contemporary Forms of Slavery, Special Rapporteur on the sale of children, child prostitution and child pornography, Special Rapporteur on the human rights of migrants; Special Rapporteur on trafficking in persons, especially women and children\(^\text{12}\).

What can the Special Rapporteurs do?

- **Country Visits**
  
  Usually, the Special Procedures visit 2-3 countries per year, sometimes together with other relevant mandate holders. They can only conduct a visit if they have been formally invited by the given country (its government). They either obtain an invitation upon request or accept a standing invitation that some countries issue. During the visit, the Special Rapporteur meets a range of individuals and organizations (e.g. public officials, NGOs, IGOs, the diplomatic community, academics and religious leaders, traditional leaders, witnesses, victims or their families). NGOs can contribute to the visits in a number of ways. They can provide background information prior to the visit and highlight any issues (including controversial ones), suggest places to visit and individuals and organizations to meet. They can also work with the mandate during the drafting of the report and provide input on the recommendations. In the national context, the report can be used to advocate with the Government and to lobby for implementing the recommendations. Depending on their budget, Special Rapporteurs sometimes convene events, such as seminars and roundtables, focused on the implementation of their recommendations. It is common that a visit is concluded by a public event, such as press conference. The Special Rapporteur also usually puts out a press release at the end of his/her visit. A report is prepared on each visit, including findings, conclusions and recommendations. The report is presented to the Human Rights Council during one of its sessions.

- **Annual (Thematic) Reports**
  
  Each year the Special Rapporteurs present reports to the Human Rights Council. The reports are divided into two parts. The first part is a sort of an annual report and covers the activities undertaken in the previous year, such as country visits, meetings attended and any communications issued. The second part is a thematic report. Like with the country visits, NGOs can contribute to the thematic reports. For example, NGOs can suggest topics for thematic reports, based on their knowledge of the local situation, emerging trends or to highlight issues that are otherwise neglected. They can also respond to the Rapporteur’s questionnaire or calls for evidence. Once the report is completed, NGOs can organise events to coincide with the presentation to the Human Rights Council. These can either be done on the national level or at the UN. Interventions during the interactive dialogue directly at the Human Rights Council session in Geneva take a form of a side event, oral statement and/or written statement.

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\(^{12}\) Details of the respective national Rapporteurs can be found at: [www.ohchr.org/EN/HRBodies/SP/Pages/Themes.aspx](http://www.ohchr.org/EN/HRBodies/SP/Pages/Themes.aspx).
Communications

Special Procedures are also mandated to send Letters of Allegation and Urgent Appeals to governments (and to others, such as UN bodies, IGOs). The mandate holders do this based on information received or situations brought to their attention. The information can be submitted by victims or persons on their behalf, by NGOs, IGOs or UN bodies and must be reliable, credible and relevant to Rapporteur’s mandate. The Letters of Allegation or Urgent Appeals concern either individual cases of human rights violations, general situations of human rights concern or laws that do not meet international standards. At the end of each year, the Letters of Allegation and Urgent Appeals sent are collated in a report that is presented to the Human Rights Council. The communications issued are confidential until published in the reports to the Human Rights Council. The sources of information for the communication are kept confidential indefinitely.

How can NGOs submit information for communications?

The majority of special procedures have a form for use. The information can be found on the relevant section of the website of the Office of the High Commissioner for Human Rights dedicated to Special Procedures: www2.ohchr.org/english/bodies/chr/special/index.htm#

It is important that as much information requested in the form as possible is included. The more details and the more exact the description is, the more credible the information appears. If sufficient information is provided the first time around, there will not be a need for the Rapporteur to request additional information and a communication can be issued speedier.

What would we need to provide?

If your communication is regarding a particular case, you need to provide as much detail as possible. It might be helpful to also provide any examples of similar cases or to explain the general context. If your communication relates to a general pattern of human rights abuses or violations, you will need to provide evidence of the problem. The evidence should include statistics, cases that illustrate the problem, relevant laws, newspaper articles, media reports, recommendations of national and international bodies, etc.

As a rule, try to include as much of the following into your communication as possible:

- Person(s) or organization(s) submitting the information
- Who are the alleged perpetrators of the abuse
- Any national laws that are allegedly violated
- When and where the incident took place
- Detailed description of the incident
- Who are the alleged victims
- Explain and describe any steps that have been taken at national level (whether a complaint has been filed; any investigations undertaken; arrests; trials; assistance provided etc.)

As the Special Procedures are not judicial bodies, there is not condition in relation to the national legal processes – you do not have to wait until all the national legal avenues have been exhausted, as it is the case with international human rights courts.

Universal Periodic Review (UPR)

The Human Rights Council has been mandated by the UN General Assembly to periodically review the fulfillment by each State of its human rights obligations. The period of review is four years, so each country is reviewed every four years.

The review has several components:

First, the country under review prepares a document outlining what it has done to adhere to its human rights obligations. The document should not exceed 20 pages and is supposed to be prepared in consultation with all relevant stakeholders at the national level.

Second, the Office of the High Commissioner for Human Rights (OHCHR) compiles UN information into a 10-page report. For this, the OHCHR uses reports of UN bodies such as treaty bodies and special procedures.

Third, the OHCHR prepares a 10-page summary of information by other relevant stakeholders, such as NGOs or research institutions.
What happens during the review?

Each UPR session lasts three hours, and takes the form of an interactive dialogue between the Working Group and the State under review. The State under review has approximately one hour for its presentation, replies to questions, and closing remarks. Member and observer States make comments, recommendations and ask questions on any human rights issue. After the review, there is a report on the session summarising the discussion and listing the recommendations made to the State under review, it also notes whether the State accepted or rejected the recommendation made.

How can NGOs participate?

There is a number of ways how NGOs can take part in the process. They can participate in the national consultation process, if one is held. They can also provide input to the OHCHR summary of stakeholders’ information. There is a usual format that the submission should follow and it should not exceed 5 pages. Your five-page submission should contain the following:

- Evidence of the problem – statistics, cases, description
- Information about current law and policy relating to the issue we are raising
- Analysis of what the government is doing wrong/ not doing / what needs to be changed
- Recommendations

NGOs can also lobby states prior to the UPR Working Group session in order to get them to mention trafficking, ask the State under review a particular trafficking related question or to make a recommendation. NGOs are permitted to attend the UPR Working Group sessions, but only as observers. The calendar of the UPR reviews and other relevant information about the process and submissions can be found at: <www.ohchr.org/EN/HRBodies/UPR/Pages/UPRMain.aspx>.

Monitoring of the International Labour Standards – Engaging with the ILO

The International Labour Organization (ILO) is another UN agency with a strong relevance to the anti-trafficking efforts. For those working on trafficking for forced labour, engagement with this organisation can be very important, organisation is the home to all the conventions relating to forced labour and rights of workers (and migrant workers). The ILO is the only tripartite UN organisation, made up of workers, employers and governments. Unlike other UN mechanisms, the tripartite structure means that NGOs do not have a formal avenue for input. However, there are many ways how NGOs can work with the ILO – for example through working with national unions or global union federations or the ILO supervisory mechanisms. There are two key ILO supervisory mechanisms that we can use for our international advocacy.

- **ILO Committee of Experts**
  
  State parties to ILO Conventions must submit a periodic report- every 2 years for the ‘Core Conventions’ (i.e. C29 and C182) and every 4 years for other Conventions. The report should be detailed, including all relevant laws, regulations, policy and action taken by the State party. The Committee of Experts on the Application of Conventions and Recommendations is a group of independent experts. It sits annually from November to December to review government reports, and make a comprehensive assessment of a states compliance with the Conventions. The Committee of Experts issues its report each year in February. The Committee of Experts can make “Observations” and “Direct Requests” to governments. Observations usually indicate long-standing problems implementing a Convention. Direct requests for further information or clarification can supplement Observations or may stand on their own.

How can NGOs input into this process?

Official ILO and UN documents and submissions made by workers’ and employers’ organisations are treated as primary sources of information with a direct bearing on the examination of the State report. Employers’ and workers’ organisations can submit ‘comments’ (sometimes also called ‘complaints’) to the Committee of Experts on ILO Conventions. They can do so whether or not they are based in the country concerned. Comments highlight breaches in the State’s application of the Convention. NGOs may not submit Comments directly, but can supply information to workers’ and employers’ organisations willing to take the matter up for them. The ILO must receive material by the end of August to ensure that the Committee of Experts considers it as the following November- December
session. So, NGOs wishing to submit information through workers’ and employers’ must send it to
them in advance of that, usually by mid July.
ILO submissions need to follow a particular structure and include the following:
- Evidence that there is a problem
- Information about the legislation in place with relation to child labour, forced labour, and
particularly anything directly related to domestic work or child domestic work; any policy action
by the government; any programmes put in place by the government
- Your analysis/critique of why the law and policy in place isn’t working and why the problem
persists
- Recommendations: what does the government need to do.

Conference Committee on the Application of Standards
The Committee on the Application of Standards (CAS) meets every June as part of the International
Labour Conference (ILC). It is a tripartite Committee composed of workers and employers
organisation and government representatives. The CAS makes an in-depth review of about 25
countries, all drawn from the preceding Committee of Experts’ report. The list of countries for review
is agreed by the workers and employers group at the beginning of the ILC.
Each country takes about one day or possible a day. Each of the parties (workers, employers and
governments) will take the floor and make their case and ask questions. The government of the
country under review will also respond at a couple of separate stages during the process.
Each case discussion ends in the formulation of a concluding paragraph, which is negotiated by the
tripartite groups (The final paragraph is the conclusions section in the report text).
In the worst cases of non-compliance, the Committee on the Application of Standards may decide to
include the case in a “special paragraph” in its report to the International Labour Conference.
Special paragraphs contain the action that the ILO is going to take such as a direct contacts mission.
This report of the CAS is then forwarded to the Committee of Experts at its next session to continue
the monitoring process. If there is a “special paragraph” then the country will automatically come up
for review at the next CAS and the country *should* be reviewed in the next Committee of Experts
report.

The Treaty Monitoring Bodies
Treaties, Covenants and Conventions are all international standards that have the binding force of law
once ratified by a State. All States that have ratified the core human rights Conventions have to make
periodic reports to the relevant treaty monitoring bodies below (one year after ratification and then every
two years for the Convention on Elimination of Racial Discrimination, every four years for Covenant on
Civil and Political Rights, Convention on the Elimination of Discrimination against Women and the
Convention against Torture, and every five years for Covenant on Economic Social, and Cultural Right,
Convention on the Rights of the Child and the Convention on the Protection of all Migrant Workers and
their Families).
A relevant committee reviews each treaty:
- The Covenant on Economic, Social and Cultural Rights, 1966 (ICESCR) is reviewed by the
Committee on Economic, Social and Cultural Rights
- The Covenant on Civil and Political Rights, 1966 (ICCPR), with two Optional Protocols, is reviewed
by the Human Rights Committee
- The Convention against Torture, 1984 (CAT), with one Optional Protocol is reviewed by the
Committee against Torture
- The Convention on the Elimination of Racial Discrimination, 1965 (CERD) is reviewed by the
Committee on the Elimination of Racial Discrimination
- The Convention on the Elimination of Discrimination against Women, 1979 (CEDAW) with one
Optional Protocol is reviewed by the Committee on the Elimination of Discrimination against
Women
- The Convention on the Rights, 1989 (CRC) with two Optional Protocols is reviewed by the
Committee on the Rights of the Child
The Convention on the Protection of the Rights of All Migrant Workers and their Families is reviewed by the Committee on Migrant Workers.

All of these bodies, apart from the CRC and ICESCR, have a complaints procedure that can be accessed by individuals or groups that believe that a State is not complying with its obligations, as long as the State has ratified the appropriate Optional Protocol or Article in the Convention. Treaty monitoring bodies operate in a quasi-judicial manner and while their findings are not legally binding they are published and have considerable influence. As a result each body builds up case law on how to interpret the human rights instruments and some follow-up with Governments to see if they have implemented their recommendations.

The reporting cycle is as follows:
1. State submits report.
2. Treaty body presents list of issues and questions based on report to the State (opportunity for NGO input).
3. State may submit written replies to queries.
4. Constructive dialogue between committee and State during session (opportunity for NGO input).
5. Treaty body issues its concluding observations and recommendations.
6. Procedures to follow up on implementation of treaty body recommendations.

However, there are some limitations to the monitoring system:
- It can take five years before a particular convention is reviewed.
- States may be unwilling (blocking mechanism) or unable (capacity issues) to meet their reporting obligations.
- Individual complaint mechanisms are rarely used (only 35 complaints have been filed under Article 14 of CERD in 24 years) or are used only in specific countries (28 out of 109 countries have never had a complaint filed under the first Optional Protocol of ICCPR).

**How can NGOs participate?**

Submission prior to the session at which the Working Group draws up the ‘list of issues’ – the list of issues forms the basis for the review so it is important to try and get our issue on the list if you want it to be addressed during the review. Further information about the treaties and the work of the treaty monitoring bodies can be found at: <www.ohchr.org/EN/HRBodies/Pages/HumanRightsBodies.aspx>.

**US Department of State Trafficking in Persons Report**

Since 2000, the US State Department (the Office to Monitor and Combat Trafficking in Persons) published annually reports that evaluate government on their performance against minimum standards for the elimination of trafficking in persons. The standards are anchored in the Trafficking Victims Protection Act of 2000, as amended. This report is submitted to the relevant committees in the US Congress. This report tends to have a significant political weight. Often the results of the evaluation also inform the direction of where funding is needed that the department also makes available.

**How can NGOs participate in the process?**

NGOs can either provide information in their countries or submit directly to the State Department. At the country level, there is a person responsible for the anti-trafficking portfolio at the American Embassy. The official will seek information from the national NGOs, so it is useful to get in touch with the person and provide them with information. The embassies compile a report that is then sent to the Department of State in Washington and used in the preparation of the final report.

When submitting directly to the State Department, NGOs will be invited to make submission through a request (usually a list of questions) published by the Ambassador-at-Large responsible for the work of the Office to Monitor and Combat Trafficking in Persons.\(^\text{13}\)

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\(^\text{13}\) For example, for the submission into the 2012 *Trafficking in Persons Report*, the Ambassador requests submissions in answer to the following questions:

1. How have trafficking methods changed in the past 12 months? (E.g., are there victims from new countries of origin? Is internal trafficking or child trafficking increasing? Has sex trafficking changed from brothels to private apartments? Is labor trafficking now occurring in additional types of industries or agricultural operations? Is forced begging a problem?)
The rules for submission of the information are similar like with the other submission processes. As a general rule, comment only on those questions where you can demonstrate direct knowledge on and recommend how you would like to see any deficiencies remedied. Include any relevant data, case studies, photographic materials as well as information about laws and policies. The Department keeps the sources of information confidential.

It is important to bear in mind that the final country report of the US Department of State is relatively brief, containing only few pages on each country. It focuses on highlighting progresses, changes in trends, or issues that have become important in the years since the last evaluation has occurred. For more information, please see: <www.state.gov/g/tip/index.htm>.

European Union

There is no formal monitoring mechanism attached to the European Union. The European Commission is responsible for developing and implementing policy in the area of anti-trafficking. The Directorate General of Home Affairs is responsible for the agenda. In 2010, a new post of EU Anti-Trafficking Coordinator, whose responsibility is to both advise the Director General for Home Affairs and to coordinate on the issue across policy areas of the EC.

2. In what ways has the government’s efforts to combat trafficking in persons changed in the past year? What new laws, regulations, policies, and implementation strategies exist (e.g., substantive criminal laws and procedures, mechanisms for civil remedies, and victim-witness security, generally, and in relation to court proceedings)?

3. Please provide observations regarding the implementation of existing laws and procedures.

4. Is the government equally vigorous in pursuing labor trafficking and sex trafficking?

5. Are the anti-trafficking laws and sentences strict enough to reflect the nature of the crime? Are sex trafficking sentences commensurate with rape sentences?

6. Do government officials understand the nature of trafficking? If not, please provide examples of misconceptions or misunderstandings.

7. Do judges appear appropriately knowledgeable and sensitized to trafficking cases? What sentences have courts imposed upon traffickers? How common are suspended sentences and prison time of less than one year for convicted traffickers?

8. Please provide observations regarding the efforts of police and prosecutors to pursue trafficking cases.

9. Are government officials (including law enforcement) complicit in human trafficking by, for example, profiting from, taking bribes, or receiving sexual services for allowing it to continue? Are government officials operating trafficking rings or activities? If so, have these government officials been subject to an investigation and/or prosecution? What punishments have been imposed?

10. Has the government vigorously investigated, prosecuted, convicted, and sentenced nationals of the country deployed abroad as part of a peacekeeping or other similar mission who engage in or facilitate trafficking?

11. Has the government investigated, prosecuted, convicted, and sentenced organized crime groups that are involved in trafficking?

12. Is the country a source of sex tourists and, if so, what are their destination countries? Is the country a destination for sex tourists and, if so, what are their source countries?

13. Please provide observations regarding government efforts to address the issue of unlawful child soldiering.

14. Does the government make a coordinated, proactive effort to identify victims? Is there any screening conducted before deportation to determine whether individuals were trafficked?

15. What victim services are provided (legal, medical, food, shelter, interpretation, mental health care, health care, repatriation)? Who provides these services? If nongovernment organizations provide the services, does the government support their work either financially or otherwise?

16. How could victim services be improved?

17. Are services provided equally and adequately to victims of labor and sex trafficking? Men, women, and children? Citizen and non-citizen?

18. Do service organizations and law enforcement work together cooperatively, for instance, to share information about trafficking trends or to plan for services after a raid? What is the level of cooperation, communication, and trust between service organizations and law enforcement?

19. May victims file civil suits or seek legal action against their trafficker? Do victims avail themselves of those remedies?

20. Does the government repatriate victims? Does the government assist with third country resettlement? Does the government engage in any analysis of whether victims may face retribution or hardship upon repatriation to their country of origin? Are victims awaiting repatriation or third country resettlement offered services? Are victims indeed repatriated or are they deported?

21. Does the government inappropriately detain or imprison identified trafficking victims?

22. Does the government punish trafficking victims for forgery of documents, illegal immigration, unauthorized employment, or participation in illegal activities directed by the trafficker?

23. What efforts has the government made to prevent human trafficking?

24. Are there efforts to address root causes of trafficking such as poverty; lack of access to education and economic opportunity; and discrimination against women, children, and minorities?

25. Does the government undertake activities that could prevent or reduce vulnerability to trafficking, such as registering births of indigenous populations?

26. Does the government provide financial support to NGOs working to promote public awareness or does the government implement such campaigns itself? Have public awareness campaigns proven to be effective?

27. Please provide additional recommendations to improve the government’s anti-trafficking efforts.

28. Please highlight effective strategies and practices that other governments could consider adopting.
There are some opportunities for NGOs to influence the policy of the EC or to participate in events, such as the annual EU Anti-Trafficking Day. Furthermore, the EC has a number of funding streams open to NGOs. For more information, please consult the EC websites:
<http://ec.europa.eu/anti-trafficking/index.action>

In terms of achieving change, similarly like with lobbying your local Members of Parliament, on issues that bear European relevance, NGOs from the EU might find it useful to engage with their respective members of the European Parliament.

The following links might be helpful in understanding the processes and structures of the European Union:

1.3 Recommending changes

Most documents and submissions that we have talked about in this document conclude with a set of recommendations. Hence, instead of a conclusion, we offer you a few tips and tricks that you might find useful when putting together policy recommendations. Generally, recommendations summarise the changes you want to achieve and set you what should happen, who should take action and by when.

Often, the recommendations will be aimed at policy-makers and decision-makers. Your primary targets must be those individuals who have the authority to make your change happen (or who can also block your attempt to achieve a change). It is important to bear in mind that those we aim our recommendations are often responsible for more policy areas than just trafficking in human beings. Therefore you will need to form your recommendations in such a way that they not only stand out from any other similar documents they might get, but more importantly ensure that your recommendations are devised simply and clearly.

Here are the top five pieces of advice for recommendation writing:

- Ideally do not make more than 5 recommendations at the end of a document. If you need to make more than five, indicate which among the list of recommendations are priority ones.
- Give a time frame for implementation of the recommendations – be as specific as you can. If no specific timeframe can be given, cluster your recommendations as short-, medium- and long-term.
- Identify who should be implementing the respective recommendation. It is not sufficient to just say that the government is responsible – identify the concrete ministry, agency or department.
- Highlight any cost-effective elements and advantages that your recommendations will bring to those who you are targeting. This will make your recommendations more attractive.
- Be realistic. It is unlikely to achieve the optimal solution straight away. Consider what change would be an acceptable stepping-stone. A good strategy might be to include one “wish list” type recommendation – that way the other recommendations will appear more realistic.

In addition to publishing recommendations, briefing to civil servants and ministers can be a useful tool in advocating for change. Clarity and brevity is even more crucial when it comes to briefings. Politicians in particular have a short attention span and if you can get your points across within a few paragraphs, it is less likely that they will be interested in getting involved.

Please consider the following points when writing a briefing:

- Length – be brief, to the point. Ideal length is one A4 page, but try not to exceed 2 pages – state what is desired, why is it desired and how they can help. Before ending, repeat your key request.
- Use simple, easy to understand language. Avoid jargon and do not assume familiarity with specialised terms or contexts.
- Organise your briefing around three main points or asks. Any more points will dilute attention and decrease the effectiveness of your briefing.
CHAPTER 2

OVERVIEW OF RELEVANT ANTI-TRAFFICKING PRACTICES

2.1 Introduction

This chapter presents the analysis of 20 anti-trafficking relevant practices selected by the project partners and implemented by anti-trafficking NGOs and, in one case, by a local authority in EU and non-EU countries, namely Azerbaijan, Bosnia-Herzegovina, France, Germany, Italy, Kosovo, Lithuania, Luxembourg, Romania, Serbia, Spain, and Turkey. The practices provide a wide range of services, measures and tools, such as, inter alia, assistance of trafficked persons in countries of origin, transit, and destination; procedures to protect trafficked persons during the recovery period; training of key actors; prevention programmes; national and transnational cooperation among NGOs.

A thorough definition of good practice does not exist in the anti-trafficking field. In fact, it is still a much-debated issue to the extent that no common conceptual framework has been developed and shared yet by stakeholders and practitioners. Taking this into account, the ENPATES partners selected practices that are leading experiences in the field of prevention of human trafficking and protection and assistance of trafficked persons. Therefore, they identified practices that “provide useful learning experiences, encourage the exchange of ideas and feedback, and motivate for self-reflection.”4 Instead of using a questionable definition of good practice, the Enpates partners agreed to rely on their long-standing anti-trafficking experience and on the recommendations of EU and international bodies to select the practices. They then gathered a set of practices they either carry out or know about that have been positively – internally and/or externally – assessed as relevant examples of actions meeting the needs of victims, practitioners, or stakeholders.

Against this background, the ENPATES partners preferred to use the term “relevant” as opposed to “good” practice. Hence, in the following pages, 20 relevant practices are described and analysed as examples of anti-trafficking actions with strong potential to be adapted and replicated in other local and foreign contexts or addressing other target groups. All practices promote the full respect of the trafficked persons’ human rights at any stage of their implementation, in full compliance with the tenets of the main EU, Council of Europe, and UN standards, i.e. the Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims15, the Convention on Action against Trafficking in Human Beings (2005)16, and the UN Recommended Principles and Guidelines on Human Rights and Human Trafficking (2002)17.

The ENPATES partners identified the practices especially using as benchmarks the key principles and recommendations provided by the above-mentioned instruments to ensure sound protection and assistance measures to trafficked persons. More specifically, the following principles and recommendations were taken into account in the selection of the practices:

- Assistance and protection measures should be granted to victims of all forms of human trafficking.
- Identification procedures and tools should be enhanced to ensure the proper detection and identification of more presumed trafficked persons.
- The identification of trafficked persons should not be dependent on evidence necessary to press criminal charges or on the cooperation with the competent authorities.
- Access to assistance and protection should not depend on the trafficked persons’ legal status or readiness to co-operate with the competent authorities.

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- Assistance programmes should include measures to empower trafficked persons by enhancing their rights to adequate protection, assistance and redress. All measures should be tailor-made, non-discriminatory, and designed with the active involvement of the trafficked persons assisted.
- All protection and assistance measures should be provided upon trafficked persons’ consent and taking into account their safety and protection needs.
- External evaluation of anti-trafficking plans, programmes, services, and measures should be regularly carried out for assessing the impact of the activities and for planning future policies and measures.

The practices were collected through a standardised form comprising a comprehensive set of items to describe the distinct features of the intervention as follows:

<table>
<thead>
<tr>
<th>Chart no.:</th>
<th>Information to be gathered</th>
</tr>
</thead>
<tbody>
<tr>
<td>Organisation/Programme</td>
<td>Full name of the organisation implementing the practice</td>
</tr>
<tr>
<td>Name of Practice/Programme</td>
<td>Full name of the practice</td>
</tr>
<tr>
<td>Category (A, B, C, D)</td>
<td>Selection of category from the list provided</td>
</tr>
<tr>
<td>Typology of intervention</td>
<td>Specification of the type of intervention carried out (list)</td>
</tr>
<tr>
<td>Period of implementation</td>
<td>Time period of implementation of the practice</td>
</tr>
<tr>
<td>Geographical area covered</td>
<td>Local, national or transnational area(s) targeted by the practice</td>
</tr>
<tr>
<td>Background Information</td>
<td>Brief description of the national context/problem addressed</td>
</tr>
<tr>
<td>Target group/s</td>
<td>Beneficiaries addressed</td>
</tr>
<tr>
<td>Objectives</td>
<td>General aim and working objectives</td>
</tr>
<tr>
<td>Activities</td>
<td>Detailed description of the activities implemented</td>
</tr>
<tr>
<td>Methods and Tools</td>
<td>Description of methodology and tools used to achieve the set objectives, including monitoring and evaluation instruments</td>
</tr>
<tr>
<td>Resources</td>
<td>Human, financial and in kind resources used to implement the activities</td>
</tr>
<tr>
<td>Results</td>
<td>Outcomes measuring the achievement of working objectives; impact of the practice on short/medium/long-term</td>
</tr>
<tr>
<td>Learning from the case</td>
<td>Strengths and innovative elements</td>
</tr>
<tr>
<td>Transferability</td>
<td>Elements that can be adapted and replicated in other social and cultural contexts</td>
</tr>
<tr>
<td>Mainstreaming</td>
<td>The integration of the practice into the anti-trafficking policy/response/legislation</td>
</tr>
<tr>
<td>References and links</td>
<td>Contact details and available related sources</td>
</tr>
</tbody>
</table>

Some practices were listed under one category even though they could have been placed also in other categories due to the different measures provided. Four categories with the related types of anti-trafficking services and measures were taken into consideration according to the issue(s) addressed and/or service(s) delivered as follows:

- **Category A - Prevention, Training and Research Practices:**
  - Information/Awareness-raising activities targeting the general public and potential victims, peer education, lobbying, capacity building
  - Training of key anti-trafficking players, such as police officers, border guards, prosecutors, judges, labour inspectors, health workers, social workers
  - Local community work: conflict mediation, training of families/teachers/"informal groups"
  - Research on the different forms of human trafficking, anti-trafficking policies and interventions
  - Countries: Azerbaijan (1), Bosnia-Herzegovina (1), Kosovo (2), Lithuania (1)
  - Total: 6 practices

- **Category B – Identification, First Assistance and Protection Practices:**
  - Health prevention – distribution of materials and information on prevention tools
  - Low threshold services, identification and referral – outreach units, drop-in centres, hotlines
  - First protection – emergency shelters; legal counselling; psychological and social support
  - Countries: France (1), Germany (1), Georgia (1), Italy (3), Turkey (1)
  - Total practices: 7
• **Category C - Long-Term Assistance and Social and Labour Inclusion in Origin/Destination/Third Countries Practices:**
  - Assistance and social inclusion – shelter assistance, psychological counselling, legal counselling, accompaniment to social and healthcare services, inclusion in social and cultural environment
  - Vocational guidance and training/labour placement – literacy classes and school courses, vocational training, on-the-job-training, work placement
  - Specific return and assistance measures – voluntary assisted return, reintegration assistance, cooperation with counterparts in origin/destination/third countries
    - **Countries:** Kosovo (1), Luxembourg (1), Romania (1), Serbia (1), Georgia (1)
    - **Total practices:** 5

  **Category D - Other Kinds of Practices:**
  - Coordination and networking mechanisms developed by NGOs to enhance political, economic, social and legal structures to effectively implement anti-trafficking legislation and, therefore, to ensure trafficked persons access to their rights.
    - **Country:** Spain (3)
    - **Total practices:** 3

A comparative analysis was carried then out broken down by the four selected categories and focusing on the following topics:
- Problems/issues addressed (identifying similarities/differences)
- Innovative and efficient elements of the activities/methodologies/tools implemented
- Strengths and weaknesses
- Elements that can be adapted, transferred and implemented in other local and national contexts or targeting other groups.

The analysed practices are very diverse, ranging from research to training, campaigns and reintegration services for trafficked persons. The reader can find practical ideas to customise, replicate and employ the practices in other contexts or for other beneficiaries. Also the form used to collect the practices can serve as a tool to allow NGOs to assess their work, identify challenges or disseminate their activities at the local level.

The comparative analysis of the collected practices is presented in the following pages, whereas the full description of all practices is to be found in the Annex.

### 2.2 Category A - Prevention, training and research practices

*Patrick Hauvuy, ALC (France)*

Practices belonging to Category A - Prevention, Training and Research targeted the prevention of human trafficking and irregular/unsafe migration. Though all practices share the goal to prevent and raise awareness on human trafficking, the organisations implement different methodologies. All of the practices were aimed at either the groups threatened by trafficking, or those in a position to provide support to victims of trafficking (law enforcement, NGOs, social workers).

<table>
<thead>
<tr>
<th>No.</th>
<th>Name of Practice or Programme</th>
<th>NGO</th>
<th>Country</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Outreach work</td>
<td>Novi Put (New Road)</td>
<td>Bosnia-Herzegovina</td>
</tr>
<tr>
<td>3</td>
<td>Programme of Cooperation in the Black Sea Region in the Area of Migration between Countries of Origin, Transit and Destination</td>
<td>People's Harmonious Development Society (PHDS)</td>
<td>Georgia</td>
</tr>
<tr>
<td>5</td>
<td>Programme of Cooperation in the Black Sea Region in the Area of Migration between Countries of Origin, Transit and Destination</td>
<td>People's Harmonious Development Society (PHDS)</td>
<td>Georgia</td>
</tr>
<tr>
<td>8</td>
<td>Trafficking Prevention for Vulnerable Youth and Women in Kosovo</td>
<td>Centre to Protect Victims and Prevent Trafficking in Human Beings (PVPT)</td>
<td>Kosovo</td>
</tr>
<tr>
<td>10</td>
<td>Girl and Boy Power in Lithuania</td>
<td>Missing Persons' Families Support Centre</td>
<td>Lithuania</td>
</tr>
<tr>
<td>20</td>
<td>We are stronger together</td>
<td>Network against Human Trafficking in Azerbaijan (NAHTAZ)</td>
<td>Azerbaijan</td>
</tr>
</tbody>
</table>
Practice No. 1 “Outreach Work”, implemented by the NGO New Road (Novi Put) in Bosnia-Herzegovina, was created to deal with the problems of unsafe migration and human trafficking. It targeted unemployed youth, both with and without formal education, and local authorities. The objectives were to provide information on safe migration and raise awareness about the risks of trafficking. The NGO arranged meetings with the target group by contacting the representatives of local communities.

The approach used in Practice No. 1, to provide information and raise awareness, is consistent with the other practices. However, a unique aspect of Practice No. 1 is that meetings with the target groups were held in the target group’s ambiance. This environment provided a “clear insight in their situation,” which would not have otherwise been as evident in a more formal environment. Another interesting aspect of Practice No. 1 is that the target group, unemployed youth, included youth that graduated and youth that lacked formal education. This larger target group, including youth with formal education, is more efficient to raise awareness and prevent unsafe migration and human trafficking. It seems that most of the other practices focused on youth who did not complete education. Similarly, Practice No. 20 “We are stronger together” by Network against Human Trafficking in Azerbaijan (NAHTAZ) organised awareness campaigns at secondary schools and universities that were targeted at students and teachers. It may be beneficial to collaborate and discuss the best practices for specifically raising awareness to students and educated youth.

In addition to the broad target group and the beneficial environment of meetings, Practice No. 1 seems to have a distance between the target group and the organisation. The meetings were arranged by contacting representatives of local communities, rather than by directly contacting the target group. In contrast, Practice No. 10 “Girl and Boy Power in Lithuania” by the Missing Persons’ Families Support Centre had direct contact with its participants in its empowering programme. Both of these approaches are different, but effective. It may be interesting to collaborate or exchange ideas.

Practice No. 5 “Programme of Cooperation in the Black Sea Region in the Area of Migration between Countries of Origin, Transit and Destination”, implemented by the NGO People’s Harmonious Development Society in Georgia, was an awareness campaign targeted at potential and actual victims of illegal labour migration and human trafficking. The NGO organised an online photo competition. The organisation established the conditions of the competition and selected committee members to choose the winners. The contest was announced on a popular website, and participants uploaded photos to the website. After the committee chose the winning photos, the organisation held an awards ceremony and exhibited the winning photos. They also created booklets of the winning photos.

The method used in Practice No. 5 was creative and, through the use of the Internet and a popular website in Georgia, was able to reach a large audience. However, an online photo competition may not have reached the targeted audience (actual and potential victims of illegal labour migration and human trafficking). The use of photographs is innovative, as images can evoke emotions that words often cannot. It may also be effective to combine the use of photographs with direct contact with the target group.

Practice No. 8 “Trafficking Prevention for Vulnerable Youth and Women in Kosovo”, implemented by the Centre to Protect Victims and Prevent Trafficking in Human Beings (PVPT), targeted young women and girls as potential victims of human trafficking, and police, journalists, shelter providers, employment offices, social workers, and NGOs. The Practice consisted of raising understanding about the trafficking of economically vulnerable young people, and providing training to girls who dropped out of school to develop basic vocational skills. Additionally, the Practice provided capacity building sessions to NGO representatives and governmental officers. The organisation held 52 training/awareness sessions with 2,429 “young” participants, and 26 training/awareness sessions with 733 mothers and girls. Furthermore, 40 beneficiaries were enrolled in and successfully completed the Professional Training Programme. Unlike Practice No. 1, which organised meetings through representatives of local communities and met with target groups in their own ambiance, Practice No. 8 held training sessions in designated locations and provided a training programme to develop skills to successfully identify, protect, and reintegrate victims of human trafficking.

The target group of participants of the organisation’s training/awareness sessions is narrow, including mothers and girls from rural areas of Kosovo, but encompasses one of the more vulnerable populations. The opportunity for girls who dropped out of school to develop basic vocational skills is an efficient way
to prevent the girls from becoming victims of human trafficking. Furthermore, it is interesting that the capacity building sessions were not only limited to NGOs and government officers, but they also targeted police officers, journalists, shelter providers, employment workers, and social workers. As a result, a larger amount of people in the position to raise awareness and prevent trafficking was given the necessary tools to do so.

Practice No. 3, carried out by the People’s Harmonious Development Society in Georgia, targeted law enforcement officers and social workers. The organisation conducted training courses to build the capacity to prosecute organised crime groups involved in irregular migration and trafficking in human beings. The courses helped the police officers and social workers to develop their skills to identify, protect, and reintegrate victims of trafficking in the countries of the Black Sea region. Practice No. 3 also fostered mutual understanding between governmental agencies and NGOs as to the provision of services to victims. Two international teams of experts delivered the training courses, whereas the NGO selected the participants. Participants could either attend the training by joining the distance-learning courses or face-to-face group lessons.

This method was similar to that used in Practice No. 8, but the target group here was much narrower. Though it is crucial that law enforcement officers receive proper training, in order to adequately identify victims of trafficking, it may have been beneficial to also provide training to other “key players,” such as journalists and shelter providers, who were targeted in Practice No. 8. The opportunity to select participants provides the opportunity to ensure that the people most likely to benefit from the sessions are present. However, this also forecloses the opportunity to reach a larger audience. It may be beneficial to provide the training sessions to more participants.

The implementation of a programme to develop mutual understanding between governmental agencies and NGOs will likely enhance the efficiency of providing care to trafficked persons. As a result of this relationship, NGOs can better guide victims to appropriate care providers.

Practice No. 10, “Girl and Boy Power in Lithuania” programme, established by the Missing Persons’ Families Support Centre, targeted children at risk of being trafficked, abused, or socially marginalised (i.e. orphans, rebellious teenagers, single parent children, children from low-income and socially marginalised families, children from poor and rural areas, children lacking social networks). The goal of the Practice was to empower young boys and girls in Lithuania, and to lower their risks of being trafficked, abused, and socially marginalised. Through “Girl and Boy Power” groups, the organisation contributed to strengthen the boys’ and girls’ self-confidence, self-consciousness, and skills; to increase their motivation to pursue education as a tool to achieve financial stability; to promote gender equality; to encourage young women to stand up for themselves; and to encourage young men to respect women and to make their own choices and decisions. The participants evaluated the group activities through questionnaires and a seminar organised to discuss the strengths and weaknesses of the Practice’s methodology.

This Practice is similar to the others in Category A, as it strives to educate persons vulnerable to trafficking, abuse, and social marginalisation. However, it seems that rather than informing the target group about the risks of human trafficking (as Practice No. 1) or providing professional training sessions (as Practice No. 8), Practice No. 10 teaches how to address and fight factors that can lead to the involvement in trafficking situations. For example, boys are taught that women are equal to men, and girls are taught to have self-confidence. Rather than learning about the group’s vulnerability and the dangers of trafficking, the group is also taught how to cope and escape from vulnerable situations.

Practice No. 20 “We are stronger together” by the Network against Human Trafficking in Azerbaijan (NAHTAZ) was aimed at students, teachers, and parents. NAHTAZ sought to prevent human trafficking through local educational institutions by showing teachers how to evaluate the risks of trafficking, and in turn to educate students about these risks and how to avoid becoming victims. The awareness campaign also targeted students’ parents. More than 100 students were trained through NAHTAZ, and various schools, universities, and teachers from different regions worked together to carry out the training programmes.

Schools and universities proved to be successful venues for the campaigns because staff members were qualified to conduct them and teach students. The Practice was also beneficial to target students’ parents because, if parents are able to effectively provide preventive support to their children, then they may be
able to help prevent human trafficking. Both Practice No. 1 and Practice No. 20 targeted youth, respectively in their ambiance and at school/university. It may be beneficial for the groups to exchange information concerning the effectiveness of the environments.

2.3 Category B – Identification, first assistance and protection practices

*Fabio Sorgoni, Associazione On the Road (Italy)*

Category B includes various types of practices – comprising different measures – that provide:

- Health prevention (i.e. information and distribution of materials and prevention tools);
- Low threshold services (e.g. outreach units, drop-in centres, hotlines), identification and referral measures;
- First Protection (e.g. emergency shelter, legal counselling, social and psychological support).

<table>
<thead>
<tr>
<th>No.</th>
<th>Name of Practice or Programme</th>
<th>NGO/Local Authority</th>
<th>Country</th>
</tr>
</thead>
<tbody>
<tr>
<td>2</td>
<td>Ac.Sé (Accueil Securisant)</td>
<td>ALC</td>
<td>France</td>
</tr>
<tr>
<td>4</td>
<td>Programme of Cooperation in the Black Sea Region in the Area of Migration between Countries of Origin, Transit and Destination</td>
<td>People's Harmonious Development Society (PHDS)</td>
<td>Georgia</td>
</tr>
<tr>
<td>6</td>
<td>Crisis and Assessment Unit</td>
<td>Municipality of Venice</td>
<td>Italy</td>
</tr>
<tr>
<td>7</td>
<td>Outreach unit against labour exploitation</td>
<td>Comunità Oasi S. Francesco</td>
<td>Italy</td>
</tr>
<tr>
<td>17</td>
<td>Victim Assistance Programme - Istanbul Shelter</td>
<td>Human Resource Development Foundation (HRDF)</td>
<td>Turkey.</td>
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<tr>
<td>18</td>
<td>Outreach Unit with indoor Prostitution</td>
<td>Associazione On the Road</td>
<td>Italy</td>
</tr>
<tr>
<td>19</td>
<td>Counselling, including care and psychosocial support, provided by cultural mediators</td>
<td>KOOFRA e.V., Coordination Centre against Trafficking in Women</td>
<td>Germany</td>
</tr>
</tbody>
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These practices have been created to respond to the following problems:

- Difficulties in reaching out to presumed trafficked persons to provide them with practical help and support to be identified as victims;
- Delays and failures of the anti-trafficking systems in identifying trafficked persons;
- Lack of a National Referral System or its failure to identify and protect victims of trafficking;
- Lack of specialised first protection and assistance services;
- Lack of networking among anti-trafficking NGOs at the national and transnational level;
- Difficulties in providing assistance and protection to victims before they are formally identified as such;
- Need of new procedures and tools to tackle less known and visible forms of trafficking, exploitation and slavery.

Practice No. 2 “Ac.Sé” (Accueil Securisant, tr. Secure Accommodation), set up by ALC (France), was developed to offer to French anti-trafficking NGOs a national and transnational network to cooperate and find the best solution to protect and assist victims of human trafficking.

“Ac.Sé” links 50 shelters located throughout France with specialised NGOs working with prostitutes, migrants, trafficked persons, or victims of domestic slavery. The network manages the transfer of persons identified as victims of human trafficking to a safer place, far from the exploitation area, the traffickers and exploiters. At the same time, it guarantees the information exchange among the NGOs involved in the cases, thus, creating a sort of “shared assistance”, through which the victims are helped not by a single organisation but by a whole national NGO system.

The main innovation and added value of the Practice is the development and management of a National Referral System (NRS) by NGOs. The latter reacted to the lack of a formal NRS by building up practical procedures and tools to respond to the needs of victims of human trafficking, with a bottom-up approach. Other services provided by Ac.Sé are: hotline counselling for anti-trafficking professionals, law enforcement officers, other stakeholders; research on the phenomenon; training for professionals; awareness-raising campaigns; and transnational networking.
Carried out within the framework of the “Programme of Cooperation in the Black Sea region in the Area of Migration between Countries of Origin, Transit and Destination” by the People’s Harmonious Development Society (Georgia), Practice No. 4 responds to the need of trafficked persons to be protected and assisted before the formal identification takes place and during the long and difficult process of obtaining the victim’s status. The Georgian anti-trafficking framework provides for an Anti Trafficking Fund (ATF), to which victims can apply to obtain assistance. However, before they are formally identified, victims face many difficulties. NGOs report delays in the identification process that may violate the victims’ rights: “Decisions on the status of the victims are sometimes delayed due to finding out the details of the case and all this time the victims literally live on the street.” In one case, for instance, a victim was in jail for one year for the conviction of illegal border crossing and use of false documents. Furthermore, NGOs point out that victims face the risk of re-victimisation because the anti-trafficking system fails to protect them, in particular due to the incapacity of law enforcement to respect the victims’ human rights and to carry out efficient transnational investigations to fight criminal networks managing trafficking and exploitation.

People’s Harmonious Development Society responds to this critical situation by implementing activities at different levels as follows:

a) They focus on the victims’ needs; support to obtain the victim status; hotlines services; legal counselling and assistance (including support during court proceedings); medical assistance; and psychological counselling.

b) They want to improve the Georgian Referral Mechanism and procedures, as well as to mainstream their methodologies (e.g. working with victims in prison for trafficking-related offences, such as illegal border crossing).

As a result of the work of People’s Harmonious Development Society, trafficked persons are more aware of their rights, duties, and available opportunities; they access more often the local social and health services and adopt harm reduction behaviours.

Practice No. 6 “Crisis and Assessment Unit”, implemented by the Municipality of Venice (Italy), is part of the comprehensive anti-trafficking activities of the Social Affairs Department of the Municipality of Venice. It is an innovative and successful practice both for the target reached and the multi-agency approach and tools adopted. The Practice is designed to address invisible forms of human trafficking, especially indoor forced prostitution (performed in apartments) and forced labour in small and illegal manufacturing factories run by Chinese employers. The “Crisis and Assessment Unit” is a multi-agency team composed of social workers, psychologists, cultural mediators, labour inspectors, and law enforcement officers. The team works as follows: “Once the Unit is informed of a presumed case of trafficking (as a result of a labour or police investigation, hotline calls, anonymous letters, word of mouth, etc.), the team meets and jointly plans an inspection of the workplace. First, the labour inspectors and the law enforcement officers check the health and safety conditions of the work environment, and the company’s compliance with the labour regulations, including the worker’s position (contract, legal status, etc.). If, during the inspection, vulnerable migrant workers are found, the social workers are then required to join the rest of the unit and carry out the preliminary case assessment, which is to first identify the migrants’ needs. The migrant workers are then provided information and counselling and, if they are identified as victims of human trafficking, they are referred to the municipal social protection staff.”

The real challenge is the joint work to be performed by agencies and professionals with different roles, visions and missions. The risk for social workers is to be perceived as law enforcement officers and not as helpers. To avoid the risk of misperception of social workers as part of the repression system, the procedure ensures that the inspection and protection/assistance parts are kept separate. This Practice can be used also to tackle other hidden forms of trafficking/exploitation/slavery.

NGO Comunità Oasi 2 S. Francesco (Italy) implements Practice No. 7 “Outreach Unit against Labour Exploitation”. Oasi 2 operates in Apulia (Puglia), a Southern Italian region, where trafficking mostly concerns foreign women and girls – mainly from Nigeria – forced to prostitute themselves on the streets of outlying towns; and foreign men, mainly undocumented workers from Central Africa, who are exploited in agriculture usually as seasonal pickers of tomatoes, olives, grapevines, watermelons. Outreach workers generally meet migrants where they live or spend their spare time. They provide them with social, legal, and health information and counselling and, upon request, accompany them to the local health services. The core elements of the Practice are then the

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provision of basic needs while the presumed victims are still under the exploiters’ control; the establishment of mutual understanding and trust between the presumed victims and the outreach workers; the empowerment of the presumed victims by providing them with information, counselling, other services that can lead to their inclusion into a social protection programme and their formal identification as victims of trafficking. Provided that it requires a thorough risk assessment and a close partnership with the law enforcement agencies, the “Outreach Unit against Labour Exploitation” of Oası 2 is a Practice with a high potential in terms of transferability to other areas where similar exploitation contexts are found.

Practice No. 17 “Victim Assistance Programme - Istanbul Shelter” was set up in 2004 by the Turkish Human Resource Development Foundation (HRDF). Turkey has only recently become a country of destination for a growing number of victims of trafficking. It is also a transit country for trafficked persons from East and Central Asia, especially from Kyrgyzstan, Uzbekistan, Turkmenistan, Afghanistan, directed to Europe to be exploited both in labour sectors and prostitution.

To enter the shelter programme, women must be formally identified as victims of human trafficking. HRDF offers them the possibility to freely access health services and receive psychological and legal counselling. For example, HRDF provides legal information concerning their rights in Turkey, including the right not to be deported or repatriated. HRDF helps victims by writing official letters to the relevant state authorities to apply for six-month residence permit (called “humanitarian visa”). Most of them stay in the shelter while waiting to be returned to their home country.

Istanbul Shelter is the first anti-trafficking shelter established in Turkey as a pilot project by the Government. HRDF activities are currently part of the National Referral System. The shelter staff was asked to provide training and assistance to the professionals of another shelter eventually set up in the country. Since its establishment, the Istanbul Shelter has accommodated and assisted about 500 trafficked women.

Associazione On the Road (Italy) implements Practice No. 18 “Outreach Unit within Indoor Prostitution”. Established in 1994, On the Road works in three regions located in Central-eastern Italy and runs activities ranging from outreach work and sheltering to psychological, social, and legal support of presumed and identified trafficked persons. On the Road is part of the Italian assistance and social protection programme for trafficked persons, co-funded by the Italian Department for Equal Opportunities, whose final aim is to support the social and labour (re-)inclusion of the assisted persons. Since the beginning, On the Road reaches out to and support street prostitutes, some of them may be exploited and/or trafficked. This activity has allowed On the Road to constantly monitor the changes occurring in the prostitution market, including the rise of indoor prostitution in apartments, hotels, massage rooms, and night clubs. This change was mainly due to the growing repression of street prostitution by national and local law enforcement agencies and the criminal organisations’ need to diversify their “offers” to meet the clients’ changing demand. The challenges in addressing indoor prostitution are mainly related to knowing where prostitutes work and how to get in touch with them. Over the years, On the Road developed, tested, and adopted a set of procedures to address indoor prostitution that have become part of a fully recognised and replicated practice by other Italian organisations. In order to get in contact with the target group, the indoor outreach unit uses the following methodology: 1) gathering and analysis of advertisements found in newspapers and magazines listing the prostitutes’ (false) name, telephone numbers, and services offered; 2) outreach workers call the prostitutes on the phone and offer to meet, or they directly go where indoor prostitution is known to take place and knock on the apartments’ doors. On the Road has developed a database to compare telephone numbers (sometimes the same number is published under different names) to avoid calling the same person twice and to regularly monitor the indoor prostitution trends at the local level.

When the outreach operators call the prostitutes, they introduce themselves as social workers and ask them to meet where they work or in a neutral place (for example in a bar). During the meetings, the outreach workers always employ a non-judgmental attitude and try to establish a relationship of trust. They offer the possibility to accompany them to the health services and distribute multilingual leaflets with information on legislation, health promotion, social and health services, assistance possibilities, protection programmes for victims of human trafficking. Promotion of harm reduction behaviours (i.e. through accompaniments to health services, distribution of safe sex information, and condoms) and empowerment of the exploited prostitutes are On the Road’s ethical and methodological priorities to make them aware of their strengths, rights, and future chances. This Practice proved to be innovative because it equipped outreach workers with procedures and tools to contact a group of exploited prostitutes, including trafficked persons, previously unreachable; to monitor the trends of indoor prostitution; and to share information on this phenomenon and a tested operational methodology with local, national, and transnational anti-trafficking stakeholders.
Implemented by KOOFRA (Germany) in the framework of the activities of the Coordination Centre against Trafficking in Women, Practice No. 19 is the “Counselling, including care and psychosocial support, provided by cultural mediators”. KOOFRA values as particularly relevant to employ social workers from the main countries of origin of victims of human trafficking. Cultural mediators provide trafficked persons with information about their rights to empower them to make self-determined decisions and to consider their options for future opportunities. Cultural mediators accompany the assisted women to the Immigration Department, to the doctors’ offices, to the lawyers’ office, to court; they also provide women with psychosocial care and help them to integrate into the German system because KOOFRA believes “it is important and more effective when care and psychosocial support is given by counsellors speaking the same language and sharing a similar cultural background.” Counselling in the mother tongue eliminates the “speechlessness”, enables the assisted persons to verbalise thoughts and problems, and prevents misunderstandings. Since s/he shares the same cultural background, the cultural mediator can easily build a relationship based on trust with the assisted persons. Cultural mediators play an important role in the social inclusion process of trafficked persons; furthermore, they also are an important positive example to show that migrants “can stand their ground in Germany”. This Practice is innovative because the cultural mediators are not part of a team of social workers called whenever the communication with trafficked persons is too difficult, but they are the team performing all activities.

The practices presented in this section highlight that NGOs constantly face challenges and changes due to the growing complexity of trafficking, exploitation, and slavery phenomena. They struggle to find new and more efficient ways to reach out to trafficked persons and support them before and during the often-uneasy identification process. Furthermore, they underscore that:

- The number of trafficked persons or the number of identified trafficked persons is rising;
- The forms of exploitation are expanding;
- Established anti-trafficking practices and local approaches for the identification and first support do not always succeed in meeting the victims’ needs;
- There is a commonly recognised need to improve and innovate methodologies and tools for the identification and the first support of trafficked persons.
- Partnership between social workers and law enforcement officers is crucial and its sound implementation plays a pivotal role to run a successful anti-trafficking system.

2.4 Category C - Long-term assistance and social and labour inclusion in origin/destination/third countries practices

Alexandra Mitroi, ADPARE (Romania)

This section focuses on support actions aimed at the social inclusion of trafficked persons in origin/destination/third countries, namely Serbia, Luxembourg, Romania, Kosovo, and Georgia. The practices analysed implement direct services to trafficked persons, including shelters, psychological counselling, legal counselling, accompaniment to social and health services, and support for social and cultural inclusion.

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<th>No.</th>
<th>Name of Practice or Programme</th>
<th>NGO</th>
<th>Country</th>
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<tr>
<td>4</td>
<td>Programme of Cooperation in the Black Sea Region in the Area of Migration between Countries of Origin, Transit and Destination</td>
<td>People’s Harmonious Development Society (PHDS)</td>
<td>Georgia</td>
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<tr>
<td>9</td>
<td>Rehabilitation and reintegration of victims and potential victims of trafficking</td>
<td>Centre to Protect Victims and Prevent Trafficking in Human Beings (PVPT)</td>
<td>Kosovo</td>
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<tr>
<td>11</td>
<td>Social and psychological ambulant assistance for victims of human trafficking&lt;sup&gt;19&lt;/sup&gt;</td>
<td>Femmes en Detteesse</td>
<td>Luxembourg</td>
</tr>
<tr>
<td>12</td>
<td>Integrative assistance programme for the social inclusion of human trafficking victims – promoting cooperation with NGOs in the destination countries for an efficient victim referral process</td>
<td>Adpare (Association for Developing Alternative Practices for Reintegration and Education)</td>
<td>Romania</td>
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<tr>
<td>13</td>
<td>ASTRA Day Centre</td>
<td>ASTRA Anti-Trafficking Action (ASTRA – Akcija protiv trgovine ljudima)</td>
<td>Serbia</td>
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<sup>19</sup> The practice has not an official name yet. This name refers to the measures carried out.
The final aim of all support action selected is to ensure an effective level of inclusion/reintegration of victims of human trafficking in the social environment (in the origin/destination/third party country). Reintegration is not only a result but also a long-term process (sometimes lasting for three years or more) resulting from the available socio-economic opportunities, the system of practices and interventions enforced by the national and trans-national legal framework, the multi-agency (trans)national cooperation, the relationship between the beneficiary and the assistance team, personal factors (motivation and interests, coping skills, trauma recovery, inner resources). Usually, the level of reintegration is measured by taking into account: the independent living skills, the trauma alleviation, the good social support network, the ability to maintain adequate social relations, and the capacity of having and keeping a stable job.

Practice No. 4 “Programme of Cooperation in the Black Sea Region in the Area of Migration between Countries of Origin, Transit and Destination”, developed by People’s Harmonious Development Society - PHDS (Georgia), provides crisis intervention and pre-departure assistance, as well as reintegration services to presumed and identified national and foreign trafficked persons. The Practice was developed to offer viable protection and assistance solutions, as the national protection system does not fully acknowledge and grant rights to victims of human trafficking, causing their restricted access to support services (i.e. assisted returns, protection of confidentiality, assistance provision and recognition of their legal status). The aims of the PHDS programme are to ensure a safe and assisted return to home countries, promote the recognition of victims’ rights, and provide specific assistance services. The assistance measures comprise social, psychological, and legal support; safe returns to home countries (case referral, covering transportation costs, accompaniment to/from the airport); and monitoring the social reintegration process in the country of origin by maintaining constant communication with the local assistance providers and the victims.

Practice no. 9 “Rehabilitation and reintegration of victims and potential victims of trafficking” is implemented in Kosovo by Centre to Protect Victims and Prevent Trafficking in Human Beings (PVPT). It provides a comprehensive set of measures to (mainly domestic) trafficked persons, including accommodation, food and clothing provision, medical care and health education sessions, psychological and legal counselling session, psycho-social support activities, family mediation and counselling, vocational training, educational activities, awareness raising and empowerment sessions, and recreational activities. The Practice is based on the good cooperation with governmental, non-governmental, and international actors operating in the anti-trafficking field in Kosovo. Nevertheless, it faces serious challenges due to the lack of efficient public services for the long-term recovery and reintegration of local victims. PVPT is also confronted with the trafficked persons’ unwillingness to participate in the assistance programme.

Practice No. 11, developed by Femmes en Detresse (Luxembourg), ensures an easily accessible “Social and psychological ambulant assistance programme” for trafficked persons. It provides an effective tool to bridge the gap between anti-trafficking policies still in process of definition and the lack of standardised services. The assistance starts with a needs assessment and is followed by a crisis intervention with the purpose of safeguarding the victim. The activities implemented are: social and psychological assistance; accommodation; healthcare services; legal counselling; language interpretation; financial and material support; court attendance; school orientation; vocational guidance and training; and job placement. Beneficiaries receive support to obtain a residence permit or to voluntarily return to their home countries. The programme is flexible and individualised, lasting as long as the beneficiary needs to be supported.

Practice No. 12, by ADPARE (Romania), consists of comprehensive assistance services to support the social inclusion of trafficked victims in their country of origin, as well as the cooperation with international NGOs for efficient case referrals. The targeted beneficiaries are Romanian presumed and identified victims of domestic and international human trafficking and their family members. The programme aimed at alleviating trauma symptoms; building independent life skills; improving economic self-sustainability; and ensuring physical protection for victims and their families. The assistance services – based on the case management principles – are tailored to the beneficiaries' needs and provided in a flexible manner. The beneficiaries are actively involved in designing their own social reintegration intervention. The focus is on their inner resources, motivation to operate
changes, and initiatives for the future. The assistance activities include the cooperation with NGOs in destination countries for support in pre-departure assistance, accompaniment to the point of entry in Romania, transit assistance, long-term services (i.e. financial support; social, psychological, medical, educational, and legal assistance; labour (re-)inclusion).

Practice No. 13 “ASTRA Day Centre”, implemented by ASTRA (Serbia), provides trafficked persons with long-term assistance services to support their social inclusion. The programme was developed to respond to the need of adequate residential and non-residential services both for domestic and international victims, “regardless of their gender, age, nationality, religion, or race.” The goal of the assistance programme is to carry out a long-term post-traumatic treatment through coordinated prevention and educational activities. The services include health assistance, psychological counselling, social assistance, educational and professional support, and leisure activities. Additionally, through a hotline, fast identification and safety measures are granted. The assistance is delivered in a holistic, interdisciplinary, and client-oriented manner, according to the case management principles. Furthermore, the services are constantly monitored. Through this programme, “ASTRA Day Centre” has contributed to increase the access of trafficked persons to long-term assistance; improve their legal status; ensure that institutional procedures acknowledge and protect their rights and interests; foster sustainable social inclusion for potential and identified trafficked persons; and to prevent re-trafficking risks.

The practices analysed address a wide range of issues, namely:

- Need to create adequate services for victims who are not accommodated in shelters or who have completed the sheltering assistance programme (ASTRA, ADPARE);
- Provision of systematic assistance measures for domestic trafficked persons (ASTRA, PHDS);
- Readjusting assistance measures to cover both victims assisted in residential facilities (run by GOs and NGOs) and those living independently with their origin/extended family, while coping with reduced human and financial resources or the need to change field of activity and target groups because of the lack of governmental funds for assistance for trafficked persons (ADPARE);
- Need to establish mobile and flexible services for victims as a means to fill in the gap of policies and services to provide assistance to trafficked persons (Femmes en Detresse);
- Coordination of adequate return assistance and effective reintegration services for victims in pending processes of identification (PHDS);
- Lengthy, difficult, sometimes ineffective identification process; and assistance not granted to presumed victims (PHDS);
- Need to protect victims during the referral process, ensuring access to rights and proper assistance (ADPARE). Referrals can be difficult – especially at the international level – because they involve lengthy procedures and numerous actors. Sometimes, victims are trapped in a system they do not understand. In some cases, they are returned without being referred to any assistance provider in Romania or are referred without due or prior notification on their situation. In some cases involving child victims, the decision of reintegrating them in the destination countries is unilaterally taken by the local assistance providers without contacting the competent authorities of the origin country and checking the individual situation.

All practices analysed – to some extent – overcome the local, national, and transnational shortcomings in the identification, referral and protection processes. They are confronted with rigid policies that do not take into account: the different cases of human trafficking; complex and time consuming identification procedures; different approaches to assist foreign and domestic victims; not fully designed policies and practices; and lack of governmental funds for NGOs creating two parallel and not interlinked assistance services (i.e. public and private services), sometimes not effectively cooperating.

These practices aim at increasing the safety and protection of victims; ensuring that their rights are known and respected; increasing their access to assistance opportunities; and creating viable alternatives to services provided by state actors. The practices are in line with the standards recommended by
European and international documents and reports, including the Council of Europe’s GRETA Country Evaluation Reports, the US State Department’s *Trafficking in Persons Report*, and the EU Strategy towards the Eradication of Trafficking in Human Beings (2012-2016).

The effectiveness or innovation elements identified in the four practices are:

- **The victim-centred approach is central to all practices, whereas two practices employ the case management method (ASTRA, ADPARE).** The individual reintegration plan is drafted according to the beneficiaries’ wishes/expectations, motivation and projects for the future. One practice provides for a person-to-person intervention, based on a high mobility of the staff and the target group (i.e. the Ambulant assistance programme of *Femmes en Detresse*). PHDS workers describe themselves as interface/representatives of the victims’ interests before governmental actors and law enforcement agencies.

- **The assistance programme starts before the victims return to their home country (ADPARE).** ADPARE cooperates with NGOs in the destination country for support in the pre-departure assistance. It provides psychological support sessions by telephone; transit assistance for victims in the process of inclusion in the destination country who go to Romania to resolve administrative issues; transit assistance services for victims in the process of reintegration in Romania; travel to the destination country for police investigations and court hearings; assistance and accompaniment to voluntary return; preparation and implementation of the reintegration assistance programme; collaboration with NGOs in destination countries for follow-up and case monitoring (also PHDS).

- **The provision of information and support measures in the language of the assisted persons; the possibility to pose questions and choose between existing assistance options; and the assisted persons’ involvement in the decision-making process about their future are key measures for a sound risk and needs assessment before the victims return home or during the development of a tailored assistance and protection programme. (ADPARE, PHDS)**

- **Cooperation with government institutions, international organisations, and other NGOs is crucial in all practices.**

- **Psychotherapy/psychological counselling is regarded as an important service to provide to trafficked persons by all four NGOs concerned.** More specifically, ASTRA employs psychodrama as a working method for group sessions of psychological support. This method empowers victims to become “mutual resources” and allows working with traumatic contents in a well-contained, symbolic framework. Other types of psychological support include: individual art-therapy sessions; family/couple counselling; mediation between the beneficiary and the family; counselling before and after medical examinations; counselling before and after police hearings/court sessions (ADPARE); accompanying victims during the meetings with authorities (ADPARE, PHDS).

- **Good cooperation with clinics for medical assistance – through a Memorandum of Cooperation (ASTRA) or timely informal support (ADPARE) – is mentioned in all four practices.** Victims’ confidentiality is protected and the medical staff is prepared to deal with trafficked persons.

- **Educational and vocational guidance and assistance are crucial to prepare victims for their (re)insertion into the labour market.** Educational activities include: tutoring and training for economic empowerment (ASTRA), informal education (literacy courses, computer skills, English classes), school progress monitoring, and completion of studies. Vocational activities include: information on legal work provisions, CV editing (also to “cover” the exploitation period, PHDS), vocational counselling, job screening, preparation for job interviews (role-playing), equipment provision to practise qualified jobs, support to start-up small businesses, cooperation or partnerships with local employment agencies (ADPARE, *Femmes en Detresse*, ASTRAs), cultural mediation (*Femmes en Detresse*).

- **Development of (“transversal”) social interaction skills and strengthening of independent living skills are core elements of the empowerment process of trafficked persons.** They are provided through POPCORN and Relaxed programmes (ASTRA Day Care Centre), house management activities (ASTRA, PHDS, ADPARE), and leisure time activities with educational component (ADPARE).

- **Occupational therapy to foster creative expression and self-esteem and prepare the beneficiaries for the professional (re)insertion process (ASTRA – Creative Workshops; ADPARE – occupational therapy group sessions).**
Legal counselling and assistance, including representation in courts, by specialised lawyers were mentioned by all four NGOs as measures to ensure the full respect of victims’ rights inside and outside the courts and as a means to increase their access to compensation.

Preparation of adequate documentation by using specialised tools is fundamental to all four NGOs to successfully draft needs and risk assessments, case reports, assistance monitoring reports, telephone sessions and visit reports. The opinions and views of beneficiaries are also taken into account – at any stage of their assistance – while performing any assessment and drafting the abovementioned documents. Restricted access to personal files is also ensured.

Hotlines are useful tool to speed up victim identification and crisis intervention (PHDS and ASTRA).

Development of indicators for internal monitoring of the efficiency of the assistance programme is fundamental to improve the services provided. The indicators already in use can be revised and adopted by other organisations targeting other types of beneficiaries or located in other countries (ADPARE).

As regards the strengths and weaknesses of the selected practices, the NGOs concerned highlighted the following ones:

**Strengths**
- NGOs’ management of hotlines allows for faster identification and crisis intervention;
- Efficient model of transnational horizontal collaboration for safe returns and case referrals;
- Active involvement of the beneficiaries in designing and carrying out the assistance programme;
- Case management approach and tailored-made assistance;
- Development of working methods targeting different categories of beneficiaries;
- Home assistance with no time restriction;
- Inclusion of victims’ families as indirect beneficiaries of the assistance programme;
- Creation of an informal network of service providers, linking-up source and destination countries;
- Development of methodologies, tools and recommendations to influence state institutions to improve the existing policies;
- Proposals to allow NGOs to access to prisons to identify victims.

**Weaknesses**
- Difficulties to access restorative justice for victims, also because of the lack of compensation mechanism in some countries;
- The assets resulting from the exploitation of trafficked persons are not confiscated;
- Formal identification procedure is often complex;
- Stereotypes held by professionals lead to a misperception of trafficked persons;
- The quality and duration of assistance programmes are influenced by the availability of regular and accessible funds;
- Professionals responsible for the provision of assistance measures are sometimes not specialised or demotivated to carry out their work;
- The case referrals rate has increased whereas the assistance providers have reduced the available services due to financial constraints;
- Reintegration budgets do not cover the complex needs of victims;
- Protection measures and on-going risk assessment need to be enhanced to successfully reintegrate the beneficiaries in their families in the countries of origin;
- Socio-economic or cultural factors influence the vulnerability or the re-trafficking of victims;
- The referral system or cooperation between anti-trafficking actors is not fully working;
- Data protection and confidentiality upon return to the country of origin are not ensured;
- Lack of provisions to regulate curricula and jobs in the field of social assistance, harm reduction services, etc. negatively impact on the implementation of support measures for trafficked persons;
- Complex bureaucratic procedures and non-harmonised national legislation impede victims to fully enjoy their rights;
- Lack of victim compensation mechanisms in some destination countries;
- Lack of lobbying initiatives.

The weaknesses identified in the four practices strictly depend, *inter alia*, on the national economic situation; the different approaches to the laws, policies and practices; the dynamics of human trafficking; and the difficulties to tackle the root and vulnerability factors. All practices point to possible solutions to overcome the obstacles and the hindrances listed. First and foremost, they underscore the need to adopt a shared approach to victim identification, protection and assistance as well as to establish a strong local, national and cross border cooperation and coordination based on “common trust and mutual understanding.”

2.5 Category D - Other kinds of practices

*Maria Teresa de Gasperis, ACCEM (Spain)*

This section focuses on three practices concerning different mechanisms of coordination and networking, designed and implemented by Spanish NGOs to improve the legal, economic, social and political frameworks, as well as to foster the effective implementation of the existing anti-trafficking legislation, in order to guarantee the protection of trafficked persons’ rights.

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<th>NGO</th>
<th>Country</th>
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<tr>
<td>14</td>
<td>Coordination between the Office of the Public Prosecutor for Foreign Affairs and some NGOs in representation of the Spanish Network against Trafficking in Persons</td>
<td><strong>RECTP</strong> Red Española contra la Trata de Personas (Spanish Network against Trafficking in Persons)</td>
<td>Spain</td>
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<tr>
<td>15</td>
<td>Coordination with the Regional Police of Catalonia Mossos d’Esquadra</td>
<td>SICAR cat</td>
<td>Spain</td>
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<tr>
<td>16</td>
<td><strong>RECTP</strong> Red Española contra la Trata de Personas (Spanish Network against Trafficking in Persons)</td>
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The practices are in line with the tenets of the main international and EU anti-trafficking legal instruments, which encourage Member States to collaborate with NGOs and other service providers in the identification, protection and assistance of trafficked persons. The EU Directive 2011/36/EU gives special emphasis to the protection and assistance of trafficked persons, as well as to the need for establishing best practices for that purpose and to share them. Additionally, the Directive obliges Member States to establish mechanisms of cooperation among institutions and NGOs. Furthermore, the EU Strategy 2012-2016 towards the Eradication of Trafficking in Human Beings establishes coordination and cooperation among key actors as main priorities.

Against this background and despite the legislative changes implemented in Spain in the past years, NGOs have not been granted the possibility to properly participate in the decision-making processes. Thus, for Spanish NGOs, the hereinafter-described forms of collaboration represent a valuable means to advocate, to be heard and to indirectly participate in the decision-making process. In addition, such mechanisms are important tools to improve the assistance to and the protection of trafficked persons’ rights.

It is within this context that Practice No. 14 “Coordination between the Office of the Public Prosecutor for Foreign Affairs and some NGOs in representation of the Spanish Network against Trafficking in Persons...

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RECTP has been set up to establish a dialogue with one of the main institutions working in the field of trafficking in order to improve the efficiency of policies and measures to prevent, protect, and assist trafficked persons. The network is composed of the following NGOs and international organisations: Accem, Amnesty International, APRAMP (Asociación para la Prevención, Reinserción y Atención de la Mujer Prostituida), AIETI, (Asociación de Investigación y Especialización sobre Temas Iberoamericanos), ACNUR/UNHCR (Alto Comisionado de Naciones Unidas para los Refugiados/United Nations High Commissioner for Refugees), Caritas, CEAR (Comisión Española de Ayuda al Refugiado), Confer (Conferencia Española de Religiosos), Federación de Mujeres Progresistas, Fundación Cruz Blanca, Cruz Roja Española, IEPALA (Instituto de Estudios Políticos para América Latina y África), Médicos del Mundo, Mujeres en Zona de Conflicto, IOM (International Organization for Migration), Proyecto Esperanza, Red Cántabra contra el tráfico de personas y la explotación sexual, Save the Children, Fundación Tierra de Hombres, Villa Teresita, Women’s Link Worldwide, Xarxa Catalana sobre la trata de personas.

RECTP promoted monthly meetings with the Office of the Public Prosecutor for Foreign Affairs (Fiscal de Sala Coordinador de Extranjería) to foster the effective implementation of the existing legislation and to improve the administrative procedures, in order to guarantee trafficked persons’ rights and successfully apprehend and prosecute traffickers and exploiters. For the Office of the Public Prosecutor for Foreign Affairs, such collaboration allows significant gathering of relevant information from the field that contributes to ensure the protection of trafficked persons’ rights; to establish guidelines and good practices between the Delegates of the Prosecutor Office all over the Spanish territory; and, therefore, to improve governmental anti-trafficking responses. For RECTP, the collaboration mainly provides for the opportunity to report practical problems encountered in the daily work on behalf of trafficked persons, in order to advocate and lobby for improving and/or modifying existing legislation, policies and administrative procedures.

Since its implementation (March 2008), this Practice has allowed the RECTP organisations to be informed and updated about the national strategies and policies addressing human trafficking and, thus, to influence the decision-making processes. In addition, it allows the Public Prosecutor Office to be directly informed about the practical concerns/difficulties/challenges daily faced by NGOs. The continuous exchange of information and different viewpoints fosters and improves the coordination among anti-trafficking actors and the protection and assistance measures for trafficked persons.

Practice No. 15 “Coordination of the NGO SicarCat with the Regional Police “Mossos d’Esquadra” of the Autonomous Community of Cataluña” establishes joint cooperation procedures to be used by the police and SicarCat to set up practical solutions to ensure a prompt and appropriate assistance to detected/identified trafficked persons (i.e. referral, accommodation, organisation, translation, etc.). Through this cooperation, individual risk assessment reports are drafted and escorts to court proceedings organised.

Since its implementation in 2009, this Practice has proved to be an effective tool: law enforcement agencies contact more (presumed) trafficked persons and guarantee their protection; SicarCat grants appropriate assistance, protection and support to trafficked persons.

In addition, the Practice ensures the provision of full information and counselling to presumed victims as soon as they are detected and identified by the police. SicarCat professionals, in fact, inform trafficked persons about their rights and possibilities to access to protection and care. This prevents law enforcement agencies to carry out tasks and activities that are more suitable for professionals working in the psychosocial field. Finally, the Practice ensures the respect of different roles and mandates of the professionals involved (i.e. police officers and NGO workers), so to provide a quality intervention and, most of all, to avoid any form of direct or indirect re-victimization.

Practice No. 16 “Red Española contra la Trata de Personas, RECTP” (tr. Spanish Network against Trafficking in Persons) was established in 2006 to put together perspectives, expertise and good practices, as well as to cooperate to improve the assistance to and the protection of trafficked persons. Furthermore, it seeks to join and coordinate efforts with the purpose to advocate and influence the national policies and legislation on trafficking-related matters.

RECTP especially aims at:
- Contributing to the development and assessment of anti-trafficking proposals and strategies;
- Encouraging the effective and appropriate implementation of the existing legislation, as well as the improvement of the administrative practice, in order to guarantee the protection of trafficked persons’ rights;
- Advocating and lobbying for legislative reforms;
- Establishing a dialogue with the main anti-trafficking institutions to improve the efficiency of policies and measures to prevent, protect and assist trafficked persons;
- Fostering the coordination with other anti-trafficking networks and organisations to achieve the above-mentioned objectives.

The RECTP carries out its activities through 3 Working Groups (WG):

- **WG on identification and referral of trafficked persons:**
  This group works for improving the protection of trafficked persons through proper identification, referral, assistance, protection and redress, with the purpose to ameliorate the existing anti-trafficking policies and procedures and to formalise them through their binding adoption.

- **WG on advocacy:**
  This group is responsible for submitting to the governmental bodies the RECTP’s concerns on the protection of trafficked persons and especially for promoting the implementation of a human rights-centred approach in the Spanish anti-trafficking legislation. It also advocates for the adoption of necessary legal reforms, as well as for the transposition of the EU legislation and other international instruments on the trafficked related-matters into the national legal framework.

- **WG on awareness-raising:**
  It disseminates information on RECTP’s activities and carries out measures to raise the Spanish society’s awareness on human trafficking and the related challenges.

RECTP is currently present all over Spain and has become a relevant representative of the civil society organisations engaged in the anti-trafficking field. RECTP strongly advocated for the ratification of the Council of Europe’s Convention on Action against Trafficking in Human Beings, which the Spanish Government eventually ratified in 2009. Over the years, it also developed and submitted several proposals to strengthen the anti-trafficking framework that significantly contributed, inter alia, to the adoption of the National Action Plan against trafficking for the purpose of sexual exploitation; the reform of the Immigration Law and its Regulation; the enactment of the national protocol on the protection of trafficked persons, and the set-up of the coordination mechanism with the Office of the Public Prosecutor for Foreign Affairs.

Finally, the network developed a set of guidelines for the identification and referral of trafficked persons to provide different professionals working in the anti-trafficking field with practical suggestions for the detection and identification of (presumed) trafficked persons, as well as for their referral to the appropriate services.

A comparative analysis of the described practices allows outlining some common features.

At the operational level, all three practices are intended to promote dialogue and information exchange among key actors, especially as to the challenges and difficulties faced, with the purpose to identify complementary strategies to fight human trafficking. They involve a wide range of anti-trafficking stakeholders, thus fostering useful exchange among professionals with different perspectives and expertise.

All three practices also aim at gathering, analysing and assessing good and bad practices so to develop operational proposals to improve the existing protection and assistance mechanisms.

As regards methodology, the three practices are based on clear and fluid communication procedures, sound information exchange, and regular coordination meetings among the stakeholders involved. Furthermore, Practice No. 15 provides for a working methodology requiring the following steps: plan, deploy, check, and adjust the activities; thus, the stakeholders constantly self-assess their work so to improve it continuously.

As for the strengths, the three practices share the common effort to foster multi-agency cooperation and coordination to counteract human trafficking, in the full respect of the distinct but complementary missions, visions, and perspectives of the stakeholders involved. In this regard, Practices Nos. 14 and 15 are particularly relevant as they are intended to persecute the crime and to protect and assist victims through interlinked procedures.

The three practices are important tools for NGOs to be heard and to express their concerns and recommendations. In fact, they allow NGOs to participate in and influence the decision-making process, suggesting possible changes to improve the existing legislation, policies, and practices.
In terms of innovation, the following main aspects of the three practices can be highlighted:

- Practice No. 14 presents the valuable characteristic of its “institutionalisation.” It ensures sound and ongoing communication and coordination among NGOs and judicial institutions. This positive exchange is particularly relevant when considering the general reluctance of the judiciary system to collaborate with NGOs. Finally, it is a good model for further fostering the implementation of similar forms of coordination among NGOs and other relevant institutions involved in the anti-trafficking field.

- The distinctive aspect of Practice No. 15 is the joint planning of all activities, in order to organise the most appropriate solutions for the assistance of trafficked persons (i.e. referrals, accommodation, organisation, translators, etc.).

- The relevant feature of Practice No. 16 is the acknowledgment of the network as a highly qualified civil society interlocutor at the national level and a key player to dialogue on human trafficking related-issues. Furthermore, several local anti-trafficking networks joined or are about to join RECTP; this contributes to improve and reinforce the fight against human trafficking and the protection of and assistance to victims at the local level.

As regards transferability, all three analysed practices can also be easily implemented in other geographical areas and with other relevant anti-trafficking stakeholders. For instance, the Office of the Public Prosecutor for Foreign Affairs replicated Practice No. 14 at the local level by involving the local delegations of the office and the anti-trafficking NGOs throughout Spain.

Also Practice No. 16 has already been transferred and adopted in other Autonomous Communities, as a result the following local anti-trafficking networks have been set up:

- Xarxa Catalana sobre la trata de personas in Cataluña (this network is part of the RECTP);
- Red Cántabra contra el tráfico de personas y la explotación sexual in Cantabria (this network is part of the RECTP);
- Creation of Antena Sur in Andalucía is ongoing.

Finally, in order to improve and strengthen the fight against human trafficking and the protection of and assistance to trafficked persons both at the local and national level, the ultimate goal is the incorporation of such local networks into the RECTP.
CHAPTER 3

OVERVIEW OF PRACTICES OF TRANSNATIONAL COOPERATION AMONG ANTI-TRAFFICKING NGOs

Transnational cooperation is key to pursue a successful anti-trafficking response across borders. It is a crucial element to prevent and fight human trafficking as well as to assist trafficked persons that requires the involvement of different actors from NGOs, GOs, and IOs of origin, transit, and destination countries. Since the early 2000s, many instruments have been developed to foster transnational cooperation in the anti-trafficking field and to improve the practitioners’ skills to collaborate within and across Wide-ranging international and domestic legislation, systems of national and transnational referral, European and national action plans, comprehensive training programmes, manuals, and innovative tools have been implemented to improve the anti-trafficking measures and equip stakeholders with adequate know-how and instruments to tackle trafficking-related issues and challenges, including cooperation between different countries. Yet, transnational cooperation is still difficult to achieve due to, inter alia, intricate and time-consuming procedures, language barriers, lack of or weak national focal points, untrained professionals. As a result, anti-trafficking players may fail to provide swift and full assistance to presumed or identified trafficked persons.

Some positive cases of cooperation between stakeholders of different countries do exist, as the following pages will highlight. This chapter, in fact, illustrates some procedures for transnational cooperation developed by NGOs in collaboration with international organisations, state authorities, and law enforcement agencies to respond to specific needs of trafficked persons. After a brief overview of the main European and international instruments calling for and/or providing tools for transnational cooperation, 12 case studies on cross-border cooperation among European NGOs on identification, referral, return, and assistance of trafficked persons are discussed. All case studies were identified and collected by the ENPATES partners.

3.1 Main instruments promoting transnational cooperation

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Different tools, such as, for instance, multilateral treaties, regional treaties, bilateral treaties, rogatory letters, national laws, memoranda of understanding, declarations, statements, or guidelines, can regulate cooperation across countries. Some of these instruments are legally binding; some are not. States usually sign legally binding instruments to cooperate for prevention, investigation, and prosecution purposes, whereas international, inter-governmental and non-governmental organisations generally sign memoranda of understanding or other non-legally binding tools to provide protection and assistance to trafficked persons across borders. In some cases, also States sign memoranda of understanding with their foreign counterparts.

Significant international and regional instruments have been established to foster cooperation across borders. Even though such instruments mainly focus on transnational cooperation for investigation and prosecution purposes, some of them also call upon collaboration to protect and support trafficked persons during the identification and assistance stages.

Both the United Nations Convention against Transnational Organized Crime (UNTOC, 2000) and its supplementing Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and

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22 Idem.
23 Entered into force in 2003.
Children (known as the “Palermo Protocol”, 2000)\(^{24}\) call upon the enhancement of cooperation among the State Parties and different stakeholders to fight and prevent human trafficking and protect the rights of trafficked persons. These multilateral treaties explicitly set as their main purposes the promotion of transnational cooperation to prevent and fight transnational organized crime “more effectively” (UNTOC, Art. 1; Palermo Protocol, Art. 2(a)) and to protect and assist victims of trafficking “with full respect of their human rights” (Palermo Protocol, Art. 2(c)). They also comprise several tools for cross-border cooperation. UNTOC specifically provides for international cooperation for police and judicial purposes, whereas the Palermo Protocol also establishes cross-border cooperation for return of trafficked persons (Art. 8); protection of trafficking in persons (Art. 9); information exchange and training (Art. 10); border measures (Art. 11); and legitimacy and validity of documents (Art. 13).

As far as transnational cooperation is concerned, also the International Labour Organization (ILO) requires the State Parties to enhance international cooperation to eradicate the root causes that may lead to the exploitation and trafficking of workers (Art. 8, C182 Worst Forms of Child Labour Convention, 1999). ILO instruments focus on the States’ duties rather than promoting also the international cooperation among civil society organisations. In fact, ILO calls upon States to regularly collaborate and exchange information to protect migrants from abusive conditions when migrating abroad for labour purposes (C97 Migration for Employment Convention, 1949; C143 Migrant Workers Convention, 1975). In addition, it urges States to set up multilateral or bilateral agreements to prevent and fight abusive practices by private employment agencies when recruiting, placing and enrolling migrant workers (Art. 8, C181 Private Employment Agencies Convention, 1997; Art. 15(c), C189 Domestic Workers Convention, 2011).

The Council of Europe Convention on Action against Trafficking in Human Beings (2005) is an important regional treaty ratified by nearly forty States of Western, Central and Eastern Europe. This binding instrument includes provisions for international cooperation (Art. 32-34) not only to prevent and fight human trafficking but also to fully protect and assist victims during the early, long-term assistance, and the return stages.

GRETA, a group of independent experts specifically appointed by the Council of Europe, monitors the implementation of the CoE Convention by the State Parties. It regularly issues reports evaluating the anti-trafficking legislation and measures implemented by the Parties to assess if they are compliant with the Convention. The reports also include recommendations to set up or further strengthen actions that are not in line with the Convention. GRETA calls for a systematic information and good practices exchange across borders among stakeholders and practitioners to improve (joint) anti-trafficking, especially as to the protection and rights of trafficked persons\(^{25}\).

In the last decade, the European Union has endorsed several instruments to promote transnational cooperation to prevent and fight human trafficking as well as to protect trafficked persons. Some tools specifically concern the fostering of international cooperation and coordination between police, judicial authorities and other competent authorities (e.g. Lisbon Treaty on the Functioning of the European Union, 2009), others include also provisions for the cross-border cooperation for the protection of victims. For instance, the Action-Oriented Paper (AOP) on strengthening the EU external dimension on action against trafficking in human beings (2009) establishes four priority areas balancing the well-known three anti-trafficking Ps, i.e. Prevention, Protection, and Prosecution that must be achieved through the enforcement of the newly fourth P, that is partnership. The identified priority areas to be carried out in close partnership between EU stakeholders and their counterparts from third countries, regions and organisations are: preventing trafficking, including addressing and reducing demand; protecting and supporting victims of trafficking; investigating, prosecuting and controlling the external borders of the EU; safe return and reintegration.

Also the Stockholm Programme and its Action Plan\(^{26}\) (2010-2014) addresses different anti-trafficking issues within the general framework of the EU strategic guidelines for common legislation and policies in the area of freedom, security, and justice. It maintains human trafficking as a serious crime that must be a priority tackled by the EU Member States in close partnership with the countries of origin of trafficked persons. \textit{Inter alia}, the Programme requires the strengthening of assistance and protection measures for

\(^{24}\) Idem.


\(^{26}\) EU OJ 2010/C 115/01 4.5.2010.
victims, encompassing compensation schemes, safe voluntary return, assistance and capacity building in the country of origin.

In late 2010, the European Commission appointed the first EU Anti-Trafficking Coordinator mandated to further develop coordinated and consistent anti-trafficking strategies, policies, and actions, which must be rooted in strengthened cooperation mechanisms between governmental and non-governmental stakeholders of both EU and third countries.

The EU Directive on Preventing and Combating Trafficking in Human Beings and Protecting its Victims (2011/36/EU) provides for a broad victim-oriented approach, which represents a significant improvement in the EU anti-trafficking framework. This is the result of the long-standing engagement of several governments, NGOs and other agencies to advance the European anti-trafficking standards. The Directive sets out minimum rules concerning the definition of criminal offences and sanctions related to human trafficking and it ensures that trafficked persons are given comprehensive assistance and protection at any stage of their identification and support with the final aim to help them to recover and reintegrate into the society of origin, destination or third country. As regards transnational cooperation, the Directive requires the Member States’ law enforcement agencies to continue to closely cooperate across borders to ameliorate their anti-trafficking actions by sharing information and best practices, as well as by supporting the dialogue between the police, judicial and financial authorities, also through the involvement of Europol and Eurojust and the setting-up of joint investigation teams. Transnational cooperation and good practice exchange also between public and private social services, governmental and non-governmental organisations are endorsed.

The EU Strategy towards the Eradication of Trafficking in Human Beings (2012-2016) aims at setting up a coherent anti-trafficking framework by establishing priorities, filling existing gaps, and complementing the Directive 2011/36/EU. It is based on five key priorities and contains a set of practical measures to be implemented between 2012 and 2016. In line with the main EU and international standards and documents, the Strategy promotes a multi-disciplinary coherent policy against human trafficking, enforced by the active participation of different actors, including “police officers, border guards, immigration and asylum officials, public prosecutors, lawyers, members of the judiciary and court officials, housing, labour, health, social and safety inspectors, civil society organisations, social and youth workers, consumer organisations, trade unions, employers organisations, temporary job agencies, recruitment agencies and consular and diplomatic staff as well as those more difficult to reach, such as legal guardians and legal representatives, child and victim support services, [v]olunteers and people who work in conflict situations (...)”.

Transnational cooperation among a wider range of actors is a crosscutting key principle found in all priorities, as hereinafter highlighted:

**Priority A: Identifying, protection and assisting victims of trafficking (Action 1: Establishment of National and Transnational Referral Mechanisms)** – Establishing/reinforcing NRMs and TRMs with clear roles and procedures for public authorities and civil society actors as to identification, referral, protection and assistance of trafficked persons both at the national level and transnational level. The elaboration of Standard Operation Procedures (SOPs) ensures an efficient, timely, and safe victim referral system and allows for standardised monitoring and evaluation tools to assess the mechanisms in place. Taking into account migration trends and increased transnational mobility of victims, Member States need to widen transnational partnerships to include more stakeholders from origin, transit and destination countries and share operational procedures. In this respect, by 2015, the European Commission will develop a model for an EU Transnational Referral Mechanism linking up the national referral mechanisms of Member States in order to improve the victim identification, protection and assistance measures across borders.

**Priority B: Stepping up the prevention of trafficking in human beings (Action 2: Promote the Establishment of a Private Sector Platform)** – Increasing internal and international cooperation with the

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private sector to reduce the demand for trafficking and remove slavery from product supply chains. By 2014, the European Commission will establish a European Business Coalition against Trafficking in Human Beings to reduce the demand for services offered and goods produced by trafficked persons. By consolidating cooperation between the economic sector and other stakeholders within and across borders, a coherent response will be given to addressing prevention in high risk-areas; developing models and guidelines on reducing the demand for services provided by trafficked persons employed in “risky” sectors (e.g. agriculture, constructions, tourism and sex industry).

Priority C: Increased prosecution of traffickers (Action 3: Increasing Cross-Border Police and Judicial Cooperation; and Action 4: Increasing Cooperation beyond Borders) – In order to improve cross-border police and judicial cooperation, EU bodies and national authorities are encouraged to establish joint investigation teams, involving Europol and Eurojust, in cross-border trafficking cases. Information sharing between Member States and EU agencies is instrumental to enhance transnational cooperation; advance knowledge of the links between criminal networks involved in human and other crime areas; and improve data collection, analysis, and exchange at the national and international level. Cross-border exchange will also improve coordination and cooperation skills of prosecutors, consular and NGO staff.

Priority D: Enhanced coordination and cooperation among key actors and policy coherence

Action 1: Strengthening the EU Network of National Rapporteurs or Equivalent Mechanisms – By 2013, the Commission will strengthen the EU-wide coordination mechanism to monitor the Member States’ compliance with the EU and international obligations; to gather data, analyse and investigate human trafficking trends, and evaluate progress on preventing and combating human trafficking as well as on protecting trafficked persons, while safeguarding the participation of civil society’s organisations.

Action 2: Coordinating EU External Policy Activities – By establishing EU agreements, strategic partnerships, and political dialogues with priority third countries and regions to improve consistent and coordinated EU external policy activities. Towards this aim, the Commission will continue to fund projects covering prevention, protection and prosecution issues linking up stakeholders from EU Member States and third countries.

Action 3: Promoting the Establishment of a Civil Society Platform – In 2013 the EU will endorse the set up of a platform comprising civil society organisations and services providers granting protection and assistance to trafficked persons from Member States and selected third countries.

Priority E: Increased Knowledge of and Effective Response to Emerging Concerns Related to All Forms of Trafficking in Human Beings (Action 1: Developing an EU-wide System for Data Collection) – The trafficking forms, patterns, and trends keep changing over time making difficult to identify victims and prosecute traffickers and, consequently, to timely gather and analyse data to develop effective anti-trafficking response at the national, European, and international level. With the view to develop evidence-based policy within and across borders, the Commission, with the Member States, will develop an EU-wide system for the collection of reliable and comparable data, which will be published in 2014.

In order to foster police and judicial cooperation to investigate and prosecute trans-border crimes, including human trafficking, several international mechanisms have been set up within and outside the European Union, such as, *inter alia*, Interpol, Europol, Eurojust, Frontex, European Judicial Network (EJN), Southeast European Prosecutors Advisory Group (SEEPAG), and Migration, Asylum, Refugees Regional Initiative (MARRI). Several tools have also been developed to support the transnational police and judicial cooperation such as, to name but a few, the Joint Investigation Teams, the related manuals (*Guide to EU Member States’ Legislation on Joint Investigation Teams and the Joint*

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30 www.interpol.int
31 Europol also has non-EU partners, namely Australia, Canada, the USA and Norway.
32 http://eurojust.europa.eu
33 www.frontex.europa.eu
34 www.ejn-crimjust.europa.eu/ejn/ejn_home.aspx
35 www.seepag.info
36 www.mARRI-rc.org
Furthermore, NGOs engaged in the anti-trafficking field are often struggling for their own survival, due to which may lead to a confused and uncoordinated cooperation effort. The latter require accredited NGOs to follow specific procedures to exist to jointly carry out advocacy and lobbying activities. Only in a few instances, NGOs regularly cooperate across borders, especially if they are members of international NGO networks or federations they need to interact with a foreign counterpart, they contact different NGOs to place the same request, cooperate internationally. Yet, NGOs generally complain about the lack of complete, updated, and easily accessible lists of reliable public and private service providers of other countries. As a result, when they need to interact with a foreign counterpart, they contact different NGOs to place the same request, which may lead to a confused and uncoordinated cooperation effort.

Along with formalised police and judicial cooperation agreements, all these documents strongly promote a regular multi-agency collaboration within and across countries among anti-trafficking GOs, NGOs, and IOs in order to ensure a comprehensive support to trafficked persons. According to all these documents, transnational cooperation is to be based on the exchange of information, methodologies, procedures, practices, tools, and personnel to enhance collaboration and coordination at any stage of assistance of trafficked persons, including identification, referral, short- and long-term support, and voluntary return. Furthermore, these documents call for the establishment of national and transnational cooperative mechanisms based on standard operating procedures for the identification, protection and assistance of trafficked persons, and for the prosecution of the perpetrators. In this regard, both OSCE/ODIHR and ICMPD developed the following guidelines to support the set-up of such frameworks, which include specific provisions for cross-border cooperation. In 2004, OSCE/ODIHR published the National Referral Mechanism. Joining the Rights of Trafficked Persons. A Practical Handbook, while ICMPD issued the Guidelines for the Development of a Transnational Referral Mechanism for Trafficked Persons: South-Eastern Europe in 2009 and the Guidelines for the Development of a Transnational Referral Mechanism for Trafficked Persons in Europe: TRM-EU in 2010. More recently, ICMPD also published a report assessing the state-of-the-art as to cross-border anti-trafficking cooperation in the South-eastern European countries (The Way Forward In Establishing Effective Transnational Referral Mechanisms in Trafficking Cases. A Report Based on Experiences in South-Eastern Europe, 2012), which includes a set of recommendations on legislation, good governance, and capacity development as well as a draft reporting template for transnational referral to improve cross-border cooperation in cases of human trafficking.

Against this background, what is the capacity of anti-trafficking NGOs to cooperate across borders? NGOs still face many challenges to soundly collaborate with foreign anti-trafficking counterparts. They usually establish direct occasional contacts on a case-by-case basis rather than using National Anti-trafficking Coordinator’s Offices or similar mechanisms, mainly to exchange given information or to cooperate for the voluntary assisted return of trafficked persons. As a matter of fact, limited formalised tools (e.g. MoUs, letters of intents) are in place to operationally cooperate, whereas some agreements exist to jointly carry out advocacy and lobbying activities. Only in a few instances, NGOs regularly cooperate across borders, especially if they are members of international NGO networks or federations or of well-functioning NRMs. In fact, the latter require accredited NGOs to follow specific procedures to cooperate internationally. Yet, NGOs generally complain about the lack of complete, updated, and easily accessible lists of reliable public and private service providers of other countries. As a result, when they need to interact with a foreign counterpart, they contact different NGOs to place the same request, which may lead to a confused and uncoordinated cooperation effort.

Furthermore, NGOs engaged in the anti-trafficking field are often struggling for their own survival, due to the chronic lack of resources and poor enforcement of anti-trafficking and welfare policies.

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39 www.unodc.org/mla/index.html
40 https://e-justice.europa.eu
42 ICMPD, op. cit.
43 Idem, pp. 132-142.
Consequently, they tend to focus on their daily work rather than developing networking activities at the transnational level. Also other obstacles hinder the possibility to cooperate cross-borders, such as poor foreign language proficiency, conflicting legal systems, untrained practitioners, and weak national anti-trafficking coordination mechanisms.

To support the capacity building of anti-trafficking professionals, many tools have been developed, including some specifically addressing transnational cooperation. Handbooks, training modules, guidelines, websites, and software are available but they are not fully and regularly used.

Attempts to establish formalised network of EU and non-EU NGOs have been made in the past years with limited success, mainly due to the abovementioned obstacles. The EU Strategy towards the Eradication of Trafficking in Human Beings provides the NGOs community with a good opportunity to finally strengthen their operational cooperation at the transnational level through the development of a model for an EU Transnational Referral Mechanism (Priority A) and the establishment of a Civil Society Platform (Priority D), which will both aimed at improving the victim identification, protection and assistance measures across borders.

The opinions and viewpoints of trafficked persons are crucial at any stage of drafting, implementation, monitoring, and assessment of policies, practices, and measures. They are key to fully foster a victim- and human rights-centred approach. Only a few studies investigated the perceptions, views, and suggestions of trafficked persons on the protection and assistance measures received, including those involving transnational cooperation. Victims interviewed for these studies described their identification, referral, and return as experiences accompanied by ambivalent feelings of relief, anxiety and suspicion towards the persons in charge of their support. Feelings of trust, safety, and comfort are usually built over time and as a result of an open, authentic relationship with professionals responsible for their protection. Yet, information sharing is sometimes reduced to updates on the steps to be taken for returning home, without any further explanation (e.g. Why are these steps necessary? What is victim protection? What does victim of human trafficking mean? What are the available options? What does international cooperation imply?). At times, victims may feel confused and somehow trapped in a complex, multi-actor system with lengthy procedures.

Victims from different countries interviewed for distinct investigations identified a wide range of common shortcomings that can negative impact their full protection and assistance, namely unassisted returns; delayed returns; lack of explanation of rights, assistance options and procedures; limited identification skills of some actors; inappropriate treatment during identification; identification interview conducted under unsafe conditions; linguistic and cultural barriers; victims detained/arrested and interrogated; corruption; no or inadequate risk-assessment prior return; victims returned without being referred to providers in home countries or given any information on how to cope with challenging situations; fear at the border due to lack of identity documents; reintegration in destination countries without consent; victims in significantly vulnerable conditions returned without escort or with unsafe means of transportation.

In conclusion, transnational cooperation among States, GOs, IOs, NGOs, networks engaged in the anti-trafficking field clearly needs to be significantly enhanced, through the full implementation of the existing legal and operational anti-trafficking framework, the development of new cooperative tools to foster contacts, information, and experiences exchange, and the adoption of standard operating procedures. Coordination, consistent management, and regular capacity development as to measures


and procedures requiring transnational collaboration are key to ensure sound cooperation among anti-trafficking actors of different countries.

As regards NGOs, they need to be better equipped – both in terms of human and financial resources – to provide trafficked persons with adequate protection and social inclusion services across borders. They need to establish wider and more effective cooperation through effective partnerships or coalitions with other agencies and NGOs from origin, transit and destination countries within and beyond the European Union. This cross-border collaboration will strengthen their effort to protect and assist trafficked persons at any stage of their assistance, including identification, transnational referral, and safe return. Formalised NGOs cooperation across borders could also improve the advocacy and lobbying activities at the international, EU, national and local level.

3.2 Review of twelve case studies on procedures of transnational cooperation

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Between December 2011 and November 2012, the ENPATES partners and some supporting NGOs shared examples of procedures of transnational cooperation for trafficked cases. These organisations include: Missing Persons’ Families Support Centre (Lithuania), People’s Harmonious Development Society (Georgia), ALC Ac.Sé (France), PVPT Centre (Kosovo), Centre Femmes en Detresse (Luxembourg), ADPARE (Serbia), Koofra, (Germany), Mitternachtsmission Heilbronn (Germany), and HRDF (Turkey). Each NGO shared one case study but ALC Ac.Sé and Missing Persons’ Families Support Centre, which provided two cases. The present review, then, analyses twelve cases of transnational cooperation to provide support to trafficked persons.

Most NGOs described specific procedures for cross-border cooperation for identification, pre-departure assistance and voluntary assisted return; whereas a few focused on assistance measures for the social reintegration of the assisted trafficked persons. However, it is difficult to consider cooperation with national and transnational actors as a distinct stage separate from those of protection and assistance. As a matter of fact, cooperation is a cross-cutting issue concerning all measures, from the first contact with the victim to her/his reintegration.

Methodology

The NGOs were invited to fill in a template to detail the procedures developed to cooperate with other NGOs, institutions, law enforcement bodies, judicial authorities or international organisations on cases of identification, referral, return and assistance of trafficked persons. The template consisted of 12 questions on different areas of cross-border cooperation:

- Assisted voluntary return to the country of origin or to a third country (different from that of origin and destination)
- Search for missing presumed trafficked persons or tracing of trafficked persons’ families
- Search and issuance of new or copy of documents (e.g. identity card, passport, health certificate, school diploma)
- Transfer of a trafficked person from one country to another in order to ensure protection.

The respondents could also describe other areas of cross-border cooperation.

Due to the multi-faceted nature of transnational cooperation, a qualitative approach was preferred. As a result, the template mostly provided for open-ended questions to allow the respondents to express their opinions in a free-flowing manner and for a few multiple-choice questions (i.e. chiefly those concerning the victim background).

In the following pages, the main findings of the twelve case studies gathered and analysed are presented.
Results

Question 1. How has your NGO been involved in managing a transnational cooperation case together with other NGOs (and other organisation/institutions) settled in other countries, in order to support a victim of trafficking? What was the specific need to be addressed (e.g. voluntary and assisted return; contacts with the family in the origin country)?

The type of transnational cooperation directly or indirectly managed by NGOs significantly varies. Some NGOs experienced very few cases of cross-border collaborations (Kosovo, Luxembourg, Turkey), while others, that belong to wide NGOs networks, develop effective transnational cooperation with different organisations in home and destination countries (Romania, France, Germany, Georgia, Lithuania). In some cases, cross-border cooperation did not involve only European countries, but also very far countries, such as, for example, the United States or the Philippines (Lithuania and Germany). In many instances, NGOs established a strong cooperation with embassies, consulates, and international organisations like IOM (Georgia, Lithuania, Turkey).

This heterogeneity is the result of many different factors, including the geographical area where NGOs work (NGOs that are in destination countries where the phenomenon is strongly present or that are located within the most relevant trafficking routes, are likely to come in touch with victims most frequently and years of working of NGOs. Some NGOs, in fact, were set quite recently and, thus, their experience of cross-border cooperation is limited.

Most NGOs managed safe return of trafficked persons to their countries of origin. In some cases (Romania and Germany), the collaboration among NGOs is very well-structured and concerns referral and identification of trafficked persons; information exchange to organise the voluntary assisted return to the origin country or the social inclusion programme in the destination country; planning the reintegration plan with the assisted trafficked person and the assisting NGO in the country of origin country; preparation of travels to the destination country for victims required to take part in court hearings; short-term assistance (2-3 weeks maximum) for victims reintegrated in the destination countries who need to go back to their country of origin for given tasks/formalities (e.g. renewal of identity papers; clarifying social status; gaining custody of a child and taking the child to the destination country, etc.); and information exchange for case monitoring and follow-up.

In most cases, transnational cooperation arranged by NGOs is based on informal collaboration. As a matter of fact, there is a strong lack – and therefore a significant need – of formal agreements and protocols to set out procedures to cooperate cross-border for the identification and assistance of trafficked persons.

Question 2. Background information on the victim, broken down by gender, age, type of exploitation, means and type of recruitment

Multiple-choice questions were used to gather information on the victims’ background. The following quantitative data were collected, processed and are hereafter presented.

Gender

Most NGOs (91.6%) managed cases of transnational cooperation involving trafficked women. This is because trafficking for sexual exploitation is the most known and detected form of exploitation.

To facilitate the reading of the results, the name of the countries where the NGOs are located are mentioned instead of the NGOs’ names (e.g. ADPARE is referred to as Romania).

Age
Within the transnational cooperation framework, NGOs provided services mostly to adult victims (75%) and to a lesser extent to children (25%).

Type of exploitation
Persons can be trafficked and exploited for many purposes, including sexual exploitation, forced labour, forced begging, forced illegal activities, and forced marriage.

Over 90% of NGOs managed cases of transnational cooperation involving persons trafficked for sexual exploitation; only one case concerned a victim of forced labour. As previously underlined, this is because sexual exploitation of women is by far the most identified form of human trafficking. This could be the result of many different factors, i.e. trafficking for sexual exploitation is a more visible phenomenon; national anti-trafficking legislation mostly focuses on sexual exploitation; anti-trafficking actors are not trained to identify other forms of trafficking; key actors that could contribute to identify trafficked persons are not part of the anti-trafficking framework in most countries (e.g. labour inspectors, trade unionists, municipal health and safety officers, health practitioners, migrant workers associations, etc.); NGOs specifically providing assistance and protection programmes to women trafficked and sexually exploited are more numerous than those targeting victims of other forms of trafficking. This finding strongly highlights the need to further increase the knowledge base on all forms of trafficking and to improve the skills of anti-trafficking practitioners and other relevant actors to identify (more) victims of trafficking and address their needs.
How was the person recruited?

In most cases (89%), victims were recruited by nationals or people whom they trust (i.e. mainly friends but also acquaintances, husbands, and relatives), who promised them well-paid jobs or other life opportunities (see below). Few trafficked persons were recruited after having replied to a newspaper advertisement (11%).

![Type of recruitment graph]

What was the victim proposed?

Most victims were involved in the trafficking network by means of deception. They were offered alleged great opportunities, such as, a remunerative job (63.3%), marriage (9%) or holidays (9%). directly by nationals or through an advertisement on the local papers (9%).

![What was the victim proposed? graph]

Question 3. How did you get in touch with the victim/with the situation?

Half NGOs (50%) got into contact with the victims through the law enforcement agencies. In the case of Turkey, the cooperation between the NGO and the law enforcement agencies is formalised through a Protocol signed with the Ministry of Interior. In some cases, the victims were referred by another NGO (25%) or by IOM (8.3%) and, to a lesser extent, victims or their families directly contacted the NGOs through a hotline (16.6%).
Question 4. What were the problems and obstacles faced?

The problems and obstacles described by NGOs when dealing with the victims are very heterogeneous and can be gathered under the following thematic areas:

- **Personal situation of the victim**: in many cases, trafficked persons must face personal conditions extremely difficult to manage or to take care of. Particularly challenging is the care and management of trafficked children. Some victims have physical or psychological conditions that are not easy to handle (pregnancy-related issues, mental disease, scarce willingness to join the assistance programme). In other cases, trafficked persons do not want to return to their place of origin because of the bad relationship with their family or their unwillingness to disclose their exploitative experience to their relatives or acquaintances. Other relevant obstacles are due to the lack of trust in the capacity/availability of the local institutions to provide them support. In other situations, the decision to receive help is negatively influenced by guilt feelings or because victims expect to be blamed by others.

- **Bureaucratic procedures**: very lengthy bureaucratic procedures (e.g. documents issuance) significantly hinder a sound safe return to the origin country or the integration process in the destination country. Most trafficked persons do not have passports or identity cards because traffickers confiscated them. Therefore, these identity documents need to be reissued by relevant embassies, consulates or other institutions, with which the relationship is often difficult.

- **Lack of assistance programmes in the country/area of origin**: it is difficult to arrange immediate and proper return programmes because of the lack of adequate services aimed at the re-integration of victims in their origin country. Accommodation solutions are often scarce and vocational guidance, training, or financial support are frequently lacking. This is often strictly connected with the poor socio-economic conditions of home countries. The limited professional opportunities is the main concern for victims returning home as well as for supporting NGOs. These challenges contributed to push many persons out of the country once fell into the hands of traffickers. The same challenges refrain victims from joining return programmes. Some NGOs also underlined the poor contacts with other NGOs or supporting services operating in the origin countries.

- **Lack of cooperation with governmental/international organisations/law enforcement agencies**: many identified obstacles derived from the difficult relationships NGOs experienced with institutions directly involved in the supporting process of cross-border cooperation (e.g. consulates, law enforcement agencies). Also the cooperation with international organisations is sometimes problematic. For instance in some cases, NGOs are not well-informed about the whole reintegration process arranged by IOM, which has its own regulations and criteria on victims’ identification, that sometimes are not shared with NGOs. Also cooperation among governments is often lacking.

- **Inconsistencies between national legal frameworks**: several international standards call for transnational cooperation for cases of human trafficking, including the Palermo Protocol\(^48\), the Council of Europe Convention on Action against Trafficking in Human Beings\(^49\), the UN Resolution

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\(^{49}\) See Chapter VI of the Council of Europe Convention on Action against Trafficking in Human Beings, Warsaw, 2005.
on international cooperation\textsuperscript{50}, as well as the numerous instruments endorsed by the European Union aiming at promoting cross border cooperation\textsuperscript{51}. Unfortunately, their transposition into national legislation or effective implementation is still very weak. National legal instruments in favour of victims of trafficking are often incomplete and contradictory, and often undermined by restricted migration policies that do not provide foreigners with appropriate opportunities.

- **Other:** some NGOs described further constraints challenging their cross-border work, such as trafficking networks threatening the victims and/or their family or the rare access to restorative justice by trafficked persons.

**Question 5. Which international, national or local authorities/agencies (if any) have been involved in the process? What were their roles and responsibilities?**

Most NGOs referred that local criminal police and other State agencies have been involved in the protection of the victim's rights during the transnational cooperation process. However, these case studies are not representative since only a few countries have a specialised anti-trafficking police unit or state agency (France, Kosovo, Lithuania, Romania, Georgia). Nevertheless, countries with no specialised anti-trafficking bodies are not necessarily less efficient in the protection of victims' rights.

Another relevant factor to be considered concerns the multidisciplinary networks arranged for the case management across borders: a part with law enforcement agencies, consulates and embassies responsible for the administrative procedures, most NGOs established forms of cooperation with other national bodies or public services providing psychological/psychiatric, pedagogical, medical, social, and legal support during the return process (Lithuania, Germany, Kosovo, France, Romania).

Some respondents also underlined the effective cooperation established with other NGOs in origin and destination countries (Lithuania, Germany, Georgia, Turkey, Serbia, Romania and France) as well as with IOM and OSCE (Germany, Georgia, Turkey and Kosovo).

**Question 6. How were the problems and obstacles dealt with? Were they overcome or not? How? Which procedures have been adopted? Were they already in place or have they been defined specifically for the case? Please provide a description of the steps of the intervention with the involved agencies/professionals.**

Bureaucratic difficulties and legal inconsistencies between national frameworks are the most common obstacles identified by NGOs. They hamper the procedures and the issuance of necessary documents to allow victims to swiftly return home or to be integrated into the destination country.

In most countries concerned, NGOs provide free legal counselling and aid. However, proper legal assistance is still lacking in some countries.

Identification of trafficked persons is still problematic. Standardised identification procedures are used only in some countries where agreements were signed between police and specialised counselling centres (Germany), whereas in other areas shared identification criteria are still lacking. Such inconsistencies obviously may negatively impact on the psychological conditions of persons and on their trust in Institutions. Through the regular exchange of information among NGOs, police, state agencies, consulates and embassies, many of the above-mentioned obstacles are being successfully challenged. In some cases, the information exchange is formalised by an official protocol or partnership agreement (Germany, Lithuania, Turkey); in some other cases, the constant pressure by operators of NGOs (which daily had contacts with relevant actors) allowed to overcome those difficulties (Serbia).

**Question 7. How did you manage to collaborate with the other organisation(s)? Do you share a protocol of intervention, a set of shared procedures?**

Most NGOs described cases of transnational cooperation based on informal and timely collaboration, oral agreements, and unofficial partnerships; only few NGOs set up formal protocols or declarations to share operational procedures with the law enforcement agencies or the Ministry of Interior (Germany, Turkey, Lithuania, Romania).

\textsuperscript{50} See art. 1 of the Resolution adopted by the United Nations General Assembly [on the report of the Third Committee (A/61/444) 61/180: Improving the Coordination of Efforts Against Trafficking in Persons (2006)].

\textsuperscript{51} See Chapter 3.1 of the present publication.
Besides these few cases, the kind of national and transnational cooperation described generally consists of exchanges of information, workshops, conferences, and networking aiming at sharing procedures, which sometimes are duly based on international standards (IOM, OSCE).

Question 8. In case you were not directly in touch with the trafficked person, how did you assess her/his real conditions and will/wishes?

All NGOs directly worked with trafficked persons providing different services or measures during the cross-border cooperation. Many victims were sheltered in the destination country before entering the safe return programme. Cultural mediators played an important role in assessing and taking care of the victim’s needs. They are very helpful in reducing the victim’s anxiety, and in increasing her/his collaboration with the assistance programme, and further elaborating a coherent and regularly monitored assistance intervention after returning to the country of origin.

Question 9. Which procedures did you implement in exchanging information with your partners to protect the privacy of the trafficked person?

The protection of personal data is a big concern for all NGOs involved in this study. Each NGO, in fact, arranged specific procedures in order to avoid the victim’s identification by third parties during the process of cross-border cooperation. In most cases, only initials were provided when exchanging information about the trafficked person; in other cases, numbers or codes were used. Moreover, the victim was required to sign an informed consent form before disclosing her/his personal data. Some NGOs required their staff (e.g. employees, volunteers, consultants, etc.) to also sign a confidentiality statement before meeting and working with the beneficiaries, in order to guarantee them a high level of protection of their privacy (Kosovo). The procedures developed by NGOs to protect the personal data of the assisted victims seem to be quite effective. Only in one case the identity of the victim was disclosed to the media.

Question 10. Please provide a description of successful procedures (what worked) and of unsuccessful procedures (what did not work) in the case (or cases) you choose to describe.

Almost all NGOs positively assessed their procedures for cross-border cooperation with other NGOs. They highlighted that communication was generally faster and more effective among NGOs than with institutions or law enforcement agencies (e.g. consulates, embassies, police). In some cases, however, NGOs established a very good communication and information exchange also with national law enforcement agencies and, sometimes, with the police in the country of origin (France, Germany). Furthermore, some NGOs underlined the positive collaboration experienced with national anti-trafficking agencies and international organisations like IOM and OSCE (Turkey, Romania, Luxembourg).

Also the mutual understanding and confidence among NGOs’ staff is a great result of the cooperation procedures analysed.

As regards unsuccessful procedures, NGOs provided a long list of examples, including:

- Lengthy and/or inadequate procedures: consulates and, in some cases, police take a long time for the documents issuance (e.g. new identity cards, passports or residence permit); errors in the identification procedures; short notice about the dates of court hearings; no protection of the victim during the trials;

- Lack of assistance programmes in the countries of origin: even when the safe return process succeeds, trafficked persons have to face a shortage of real opportunities, in terms of job integration or financial support for a new life start;

- Lack of economic resources: the cross-border cooperation procedures for the return of victims to their origin country or their re-integration process in the country of origin or in that of destination are severely affected by the poor or lack of financial resources allocated for NGOs.

Question 11. Please provide a description of tools you possibly used to implement the procedures (e.g. data sheet about the trafficked person; template about the trafficked person’s story etc.)

Each NGO arranged its own methodology and related tools for procedures of transnational cooperation. The respondents described several concrete instruments they used, such as: case reports; “first help protocols”; case file; risk assessment procedures and format; case monitoring form, long-distance counselling. As for the
relation with the law enforcement agencies, some NGOs also set official complaint forms and formalised agreements for establishing an effective cooperation with the police (Lithuania, Germany).

Question 12. What is needed and which are your recommendations in order to further improve transnational cooperation in assisting trafficked persons?

Based on their experience of cross-border cooperation, the NGOs suggested many procedures to employ, which can be clustered as follows:

- Definition of clear and adequate transnational cooperation procedures, harmonised with the national legislative frameworks of all countries involved and sufficiently fast and easy to be managed;
- Implementation of regular information exchanges and establishment of formalised protocols based on shared procedures among all relevant actors involved in transnational cooperation (NGOs, law enforcement agencies, institutions, etc.) in order to avoid errors in the identification process and assessment of the victim;
- Enhancement of the mutual confidence among all actors involved (NGOs, police, consulates/embassies, state agencies) and countries’ willingness to cooperate across borders;
- Development of effective protection programmes for victims of human trafficking, also in a long-term perspective (extension of the protection in the home countries);
- Full information exchange with the victims so that they can be involved in every step and in the decision-making process concerning their present and future options;
- Development and implementation of common standards of data protection between countries.

The findings discussed in this Chapter concern procedures developed by some ENPATES partners to cooperate across borders, mainly for assisting trafficked persons to safely return to their origin country and to support their social and labour integration either in their home country or in that of destination. Even though the survey sample size was small and not representative, it contributed to highlight key issues that need further consideration and useful suggestions to improve transnational cooperation procedures. Based on the lessons learned through the case studies, the ENPATES partners thus developed a set of recommendations to successfully collaborate across borders to ensure full support and protection to trafficked persons. Such recommendations are listed in the last part of this publication.
The main goal of the ENPATES project is to shape and permanently determine a NGOs Platform that ensures to meet the relevant needs of its constituency with regard to better and easier transnational cooperation amongst NGOs in their anti-trafficking work.

The three main objectives/expected results of the anti-trafficking ENPATES Platform are:
1. To enhance the information exchange between European NGOs (about the phenomenon, policies, practices, events etc.);
2. To facilitate and enhance contacts and coordination of actions among organisations providing assistance to trafficked persons (e.g. legal, social, health and general assistance services);
3. To facilitate networking between NGOs for different purposes (e.g. project partnership building, advocacy and lobbying, mainstreaming of policies and good practices etc.).

In order to create a structure that in practice meets NGOs’ needs with respect to the ENPATES Platform, this platform will be developed according to the suggestions, proposals, needs and wishes of the NGOs involved. Therefore, we have developed a questionnaire on the needs of partner organisations on (trans)national cooperation and coordination. The central question to the questions was ‘What kind of activities are you looking for to coordinate and share on a European level within a NGOs Platform?’

This report gives an overview of the feedback received. This feedback and input will be used to shape the Platform in itself and as a framework for analysis and action to orient policy, strategy and programming in civil society responses to human trafficking, channelled by the ENPATES Platform.

1. On which phenomenon-related topics would you like to share and receive information? (top 3)

<table>
<thead>
<tr>
<th>Phenomenon of human trafficking</th>
<th>Specification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Newest developments (e.g. new/changing recruitment practices)</td>
<td>31</td>
</tr>
<tr>
<td>2. Characteristics of trafficked persons / those at risk (gender, nationality, age)</td>
<td>28</td>
</tr>
<tr>
<td>3. Sectors and forms of exploitation</td>
<td>24</td>
</tr>
<tr>
<td>4. Flows and routes</td>
<td>19</td>
</tr>
<tr>
<td>5. Characteristics of and methods adopted by the criminal networks</td>
<td>14</td>
</tr>
<tr>
<td>Other:</td>
<td></td>
</tr>
<tr>
<td>- Socio-economic cultural status</td>
<td></td>
</tr>
<tr>
<td>- Independent victim support</td>
<td></td>
</tr>
<tr>
<td>- All practical information, that could be helpful in developing assistance services &amp; outreach work, is welcome!</td>
<td></td>
</tr>
<tr>
<td>- Partners information on the reasonable grounds test to determine forced labour</td>
<td></td>
</tr>
<tr>
<td>- Identification of trafficked persons</td>
<td></td>
</tr>
<tr>
<td>- Preventive work (campaigning/ work with young people)</td>
<td></td>
</tr>
<tr>
<td>- Good practices in providing protection and assistance to victims of trafficking in persons</td>
<td></td>
</tr>
<tr>
<td>- European experience on fight against human trafficking and best practices mostly assistance to the victims of human trafficking.</td>
<td></td>
</tr>
</tbody>
</table>

52 In total 40 organisations provided feedback.
2. Would you be ready to collect and provide such information about your country on a regular basis for the Platform?

<table>
<thead>
<tr>
<th>YES</th>
<th>NO</th>
</tr>
</thead>
<tbody>
<tr>
<td>34</td>
<td>5</td>
</tr>
</tbody>
</table>

Comments:
- Maybe, it depends on what it involves.
- It depends widely on the quality/quantity of data that relevant authorities in Greece are ready/willing to publish. Our NGO’s access to those data is mainly indirect, through communication with other NGOs, public authorities etc., since we don’t provide directly assistance to victims.
- What do you mean in regular basis, is it annually?
- Depending a bit on the time investment.
- Yes, but in case it is a part of already prepared information, such as (for instance) monitoring report of anti-trafficking policy in Ukraine. In case there is a financial support this information can be collected separately based on the defined needs.
- Since we are International and we do not have particular national affiliation, we can provide information collected via our client registration and facts and figures, but maximum once a year.

3. Would you be interested in receiving/finding such information about other countries through the Platform?

<table>
<thead>
<tr>
<th>YES</th>
<th>NO</th>
</tr>
</thead>
<tbody>
<tr>
<td>39</td>
<td>1</td>
</tr>
</tbody>
</table>

4. On which policy-related topics would you like to share and receive information? (top 3)

<table>
<thead>
<tr>
<th>Policies and their implementation</th>
<th>Specification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Programmes, projects, initiatives</td>
<td>30</td>
</tr>
<tr>
<td>2. European legislation, documents, reports</td>
<td>26</td>
</tr>
<tr>
<td>3. Events (conferences, seminars, workshops etc.)</td>
<td>25</td>
</tr>
<tr>
<td>4. International tools, documents, reports</td>
<td>21</td>
</tr>
<tr>
<td>5. Local regulations, policy documents, multi-agency cooperation agreements, reports</td>
<td>13</td>
</tr>
<tr>
<td>6. National legislation, policy documents, reports</td>
<td>11</td>
</tr>
</tbody>
</table>

Other:
- National advocacy emphasis/topics and strategies.

5. Would you be ready to collect and provide such information about your country on a regular basis for the Platform?

<table>
<thead>
<tr>
<th>YES</th>
<th>NO</th>
</tr>
</thead>
<tbody>
<tr>
<td>33</td>
<td>5</td>
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</tbody>
</table>

6. Would you be interested in receiving/finding available such information about other countries through the Platform?

<table>
<thead>
<tr>
<th>YES</th>
<th>NO</th>
</tr>
</thead>
<tbody>
<tr>
<td>38</td>
<td>1</td>
</tr>
</tbody>
</table>
7. On which practices-related topics would you like to share and receive information? (top 4)

<table>
<thead>
<tr>
<th>Good practices combating human trafficking and protecting victims' rights, with regard to</th>
<th>Specification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Protection and assistance</td>
<td>27</td>
</tr>
<tr>
<td>2. Access to justice, including access to compensation</td>
<td>25</td>
</tr>
<tr>
<td>3. Identification</td>
<td>24</td>
</tr>
<tr>
<td>4. Transnational assistance activities directly addressing trafficked persons</td>
<td>19</td>
</tr>
<tr>
<td>5. Social inclusion and access to the labour market</td>
<td>16</td>
</tr>
<tr>
<td>6. Multi-agency cooperation agreements, procedures and tools</td>
<td>16</td>
</tr>
<tr>
<td>7. Prevention</td>
<td>15</td>
</tr>
<tr>
<td>8. Multi-agency training programmes, methods and tools</td>
<td>14</td>
</tr>
<tr>
<td>9. Referral</td>
<td>13</td>
</tr>
<tr>
<td>10. Punishment of traffickers</td>
<td>3</td>
</tr>
</tbody>
</table>

Other:
- International cooperation on preventive work, research

8. Would you be ready to contribute (in forms to be decided together) in collecting and providing such information about your country on a regular basis to the Platform?

YES 34
NO 5

9. Would you be interested in receiving/finding such information about other countries through the Platform?

YES 39
NO 1

10. On which areas would you like to network with other European NGOs? (top 3)

<table>
<thead>
<tr>
<th>Areas</th>
<th>Specification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Finding partners and building partnerships (also in case of call for proposals) to develop joint project activities</td>
<td>33</td>
</tr>
<tr>
<td>2. Advocacy and lobbying activities</td>
<td>25 (of which)</td>
</tr>
<tr>
<td>At international level</td>
<td>12</td>
</tr>
<tr>
<td>At the EU level</td>
<td>11</td>
</tr>
<tr>
<td>At national level</td>
<td>8</td>
</tr>
<tr>
<td>3. Building and maintaining relationships and networks with institutions and organisations at the local, regional, European, international levels</td>
<td>24</td>
</tr>
<tr>
<td>4. Procedures and tools of cooperation among NGOs in their transnational work for the protection of trafficked persons' rights</td>
<td>24</td>
</tr>
<tr>
<td>5. Joint awareness raising campaigns</td>
<td>13</td>
</tr>
<tr>
<td>6. Media approach and contacts</td>
<td>1</td>
</tr>
</tbody>
</table>

Other:
- At national level: e.g. developing advocacy and lobbying strategies at international level and apply them at national level.

11. In addition, would you use the ENPATES Platform for capacity building and increasing your knowledge on the issue of human trafficking?

YES 39
NO 1

If YES, please indicate what kind of knowledge you would be interested in (top 4)
### Areas

<table>
<thead>
<tr>
<th>Areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Legislation, Policies and Systems of intervention at the International, European and national levels convention and legislation on trafficking (existing, drafts and ones in development)</td>
</tr>
<tr>
<td>2. Fundraising opportunities</td>
</tr>
<tr>
<td>3. Standard setting for service provision to trafficked persons</td>
</tr>
<tr>
<td>4. Victims' rights approach</td>
</tr>
<tr>
<td>5. Conferences, seminars and events on human trafficking</td>
</tr>
<tr>
<td>6. Advocacy approaches</td>
</tr>
<tr>
<td>7. Fundraising (technical)</td>
</tr>
<tr>
<td>8. Scholarly articles and reports</td>
</tr>
<tr>
<td>9. Project management</td>
</tr>
</tbody>
</table>

### Specification

<table>
<thead>
<tr>
<th>Specification</th>
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<tbody>
<tr>
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<td>10</td>
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<td>7</td>
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<td>7</td>
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</table>

12. What are at present your preferred means of contact and information exchange?

#### Means

<table>
<thead>
<tr>
<th>Means</th>
<th>Specification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Bilateral contacts (either email or phone call)</td>
<td>39</td>
</tr>
<tr>
<td>2. Internet search</td>
<td>27</td>
</tr>
<tr>
<td>3. Existing transnational NGO database of organisations and institutions active in anti-trafficking activities</td>
<td>16</td>
</tr>
</tbody>
</table>

Other:
- When looking for an NGO in a certain country, we ask our present partner NGOs or contacts
- LSI database
- Yearly meetings.

13. What are your suggestions about the possible contact and communication tools of the ENPATES Platform (we have to decide which tools to design and implement)?

#### Means

<table>
<thead>
<tr>
<th>Means</th>
<th>Specification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. ENPATES NGOs Data Base on the website</td>
<td>30</td>
</tr>
<tr>
<td>2. ENPATES website with all partners and contact details of partners</td>
<td>29</td>
</tr>
<tr>
<td>3. ENPATES professional social network</td>
<td>26</td>
</tr>
<tr>
<td>4. ENPATES newsletter</td>
<td>21</td>
</tr>
</tbody>
</table>

Other:
- Regular discussion platforms even if carried out online
- News could also be posted regularly on the ENPATES website instead of sending a newsletter
- To develop a common European NGOs framework for analysis and action to orient policy, strategy and programming in response to trafficking in human beings by developing an effective coordination strategy and system among relevant NGOs in Europe – members meetings, e-mail group
- To connect and disseminate analysis, knowledge and information about trafficking in human beings, exploitation and slaveries in Europe (phenomenon, policies, practices) in order to increase the available knowledge base – website, bulletin or newsletter
- To set up a system for the functional exchange of good practices and for the operational co-operation among NGOs and between NGOs and other relevant anti-trafficking agencies in the field of prevention, assistance to the victims and referral
- To contribute to the promotion of consistent and effective national and European anti-trafficking policies based on a human rights, gender, age, and cultural sensitive approach and with a multi-agency, holistic, and integrated perspective.
Additional comments on ENPATES Project:

- Experience exchange on organisations’ stability (sustainability of anti-trafficking services and activities)

- It is very important for me to know how in advance much work I am expected to contribute. How many hours every month / during the whole project? And which kind of work? Will it be questionnaires to fill in? Or is I descriptive text? If so of which size? I also need to know in advance the exactly timetable for the jobs in connection with the project. And it is very important for me that the timetable will be kept, and not chances several times.

- Our NGO Pro-tukipiste is ready to work as the Finnish coordinator of ENPATES network and to distribute information among Finnish anti-trafficking NGO network that we are coordinating. We are also prepared to attend to the meetings and to the development of the network and share our experiences, knowledge and good practices. We are also interested in networking and information exchange on practical level to find partner NGOs from other countries that could be helpful in assisting our clients. From our staff our Development Coordinator (Essi Thesslund) and our Public Relations Officer (Vaula Tuomaala) are prepared to take responsibility of the work needed for ENPATES. We are both able to dedicate one working day (8 hours) per month to ENPATES.

- I'm glad to have the opportunity to learn and share best practices and information with colleagues and the progress in my work.

- People for Change, Malta, strongly support this initiative as a timely and much needed one.

- I don't really see an added value and necessity of the ENPATES platform. There are many alliances and other opportunities. First, we are members of the La Strada network, which gives us a platform to meet and share information with other organizations. There is also the possibility, through for example GAATW collaborative approaches. The European members already meet annually. That should be enough. If we, as an organization, need information from a European country our international network is already big enough to make contacts. I can imagine that individual groups and projects can be an asset. I just think it should be demand driven like COMP.ACT. Finally, I have little need to another meeting every six months. I realize I'm not really positive but I do not think ENPATES has an added value. Make use of existing structures. Join the GAATW.

- We think that it is important to keep in mind the lack of time we all have because of our local workload. So let the ENPATES initiative be as efficient as possible, and flexible in the way that the members can use it in their own way. If it is compulsory to invest a lot of time in it, then it will be difficult for us. But in a facilitating way for contact and sharing I think it is important.

- Our organization is in the very beginning of activity in this area. But we are very interested in getting more knowledge. Our resources in terms of staff and economy are very small. During 2011 we have no earmarked money for this purpose. It also seems like it will be very hard to devote the needed amount of time for us to concentrate on these questions.
The partners of the ENPATES Platform are Non Governmental Organisations (NGOs) from within and outside of the European Union, committed to: protection of rights of trafficked and exploited persons; prevention of all forms of human trafficking and tackling its root causes.

The partners of ENPATES strongly believe that cooperation and interaction with relevant institutions and agencies is needed to promote comprehensive, consistent and effective anti-trafficking legislation, policies and interventions nationally, in Europe and globally. Any action taken should be multi-disciplinary and multi-agency; responsibilities should be shared and based on the principle of accountability. Moreover all policies and interventions should be implemented in line with human rights and with gender, age, cultural, non-discriminatory and migrant rights sensitive approaches.

Background

In the past twenty years, extensive experience and expertise was developed in the anti-trafficking field and NGOs have played a fundamental role in this development. Despite this, the need persists to build further and strengthen the NGO’s capacity to coordinate programming and positioning before the national, European and international institutions and to develop comparable methods for analysis. Moreover, operational coordination in protection of trafficked persons needs enhancing, especially through more structured information exchange and further improvement of co-operation procedures among NGOs themselves as well as between NGOs and other stakeholders.

In order to respond to these needs, in 2009 On the Road (Italy), La Strada International, Anti-Slavery International (UK), ALC (France), ACCEM (Spain), ADPARE (Romania), LEFOE (Austria), KOK (Germany), PAG-ASA (Belgium) came together to design a common plan of action and since July 2010 have been implementing the ENPATES project, European NGOs Platform against Trafficking, Exploitation and Slavery, with the support of the European Commission’s “Prevention of and Fight against Crime Programme (ISEC)”.

The project serves as a conduit to establish ENPATES as a wide, stable and flexible Pan-European Platform for NGOs aimed at addressing the above needs and to focus on anti-trafficking policies and strategies.

Basic principles in approaching trafficking and related issues

Human trafficking is an unacceptable abuse of fundamental human rights, an affront to human dignity and a serious crime. It is a complex international phenomenon and as such needs to be addressed with a global, comprehensive approach.

Human trafficking has to be understood and addressed in all its forms, for the purpose of exploitation in different labour sectors, including the often non-regulated sectors, like sex work and domestic work, or forced labour for begging or forced criminal activities (such as petty crimes, drug crimes and other unlawful activities), trafficking for illegal removal of human organs tissues and cells, trafficking into marriage. It needs to be recognised that human trafficking is a dynamic phenomenon, where new forms are constantly emerging. All trafficked persons should be given access to protection and the promotion and restoration of their rights should be at the forefront of any anti-trafficking policy or programme.

In order to effectively tackle trafficking in human beings, it is necessary to consider links with related phenomena and to address the root causes of trafficking, including but not limited to:

- Restrictive migration policies that make migrants vulnerable to human trafficking;
- Marginalization and discrimination against migrants and specific groups (ethnic and other minorities);
- Economic inequality among countries and regions in the world;
- Changes and informalisation in the global and local labour markets causing growing demand for cheap and exploitable labour;
- Gender-related violence and the feminization of poverty;
- Social exclusion and lack of equal opportunities for certain groups (women, ethnic minorities etc.).

The ENPATES Platform strongly emphasizes the adoption of a human rights approach as a paramount to all anti-trafficking efforts. The ENPATES Platform seeks to ensure the implementation of the provisions and recommendations contained in relevant international and European instruments that are in line with the human rights approach.

Recognising the above, the ENPATES Platform partners commit themselves to the following fundamental principles:

- Trafficked and exploited persons’ rights at the centre of any anti-trafficking action;
- Independence of NGOs and fulfilment of their “watchdog” role;
- Transparency and accountability of participating NGOs;
- Respect for and openness towards the ENPATES partners and the stakeholders they engage with.

With regards to the assistance provided to trafficked persons, the ENPATES Platform partners consider the following principles and guidelines of fundamental importance:

- Assistance and protection have to be provided to any trafficked or presumed trafficked person irrespective whether they decide to cooperate with the investigative authorities. Trafficked persons should also be granted access to residence permits assisted with social inclusion.
- All assistance and social inclusion services have to be provided on a voluntary basis, in a non-discriminatory and non-judgmental manner and in compliance with international human rights norms. Above all, respect for privacy, confidentiality, self-determination and freedom of movement must be ensured. Empowerment of trafficked persons and their participation in determining assistance and social inclusion programmes is crucial and should be ensured by all involved actors.
- Anti-trafficking strategies should not criminalise sex workers, undocumented migrants or other groups such as beggars. A clear distinction should be drawn between human trafficking and other issues, such as prostitution or begging; anti-trafficking measures are not a tool for suppressing awkward and controversial social phenomena and should focus on the rights of vulnerable people addressing specific exploitative situations in which people are enslaved.

**ENPATES objectives and activities**

ENPATES aims at developing effective strategies and coordination among NGOs in Europe, in order to contribute to the promotion and protection of the human rights of trafficked persons, to the fight against human trafficking in all its forms and to improved understanding and tackling of its root causes.

Specific ENPATES objectives:

- To increase European knowledge and analysis based on trafficking and anti-trafficking policies and practices;
- To set up a stable system for exchange of good practice and for operational co-operation among NGOs and other relevant agencies in the fields of prevention, assistance and referral;
- To bring the local concerns to an international/global level;
- To give voice also to small NGOs and all represented countries;
- To use the Platform as a tool to influence at international level, as well as to support NGOs at national level for lobbying and advocacy purposes;
- To contribute to the promotion of consistent and effective national and European anti-trafficking legislation, policies and interventions based on a human rights and a migrant rights, gender, age, and cultural sensitive approach and with a multi-agency, holistic, and integrated perspective.
The ENPATES Platform is shaped by proposals of partner NGOs based on their identified needs. The Platform provides a framework for analysis and action and helps to orient policy, strategies and programming in responses to human trafficking.

Activities of the ENPATES Platform include:
1. Information exchange between European NGOs (about the phenomenon, policies, practices, events and relevant initiatives);
2. Facilitation and improvement of contacts and coordination of actions among organisations providing assistance to trafficked persons (e.g. legal, social, health and general assistance services);
3. Facilitation of networking between NGOs according to their needs (e.g. project partnership building, advocacy and lobbying, mainstreaming of policies and good practices, capacity building etc.);

Information and communication tools of the Platform include the ENPATES website www.enpates.org
Introduction

The ENPATES project was aimed at establishing a Pan-European, stable, flexible, and adaptable platform for anti-trafficking NGOs to develop an effective coordination strategy among them and to set up a system for the functional exchange and development of analysis, knowledge, good practices, and advocacy initiatives in the field of prevention, assistance, protection and social inclusion of trafficked persons.

The project, which was initiated by 9 anti-trafficking NGO’s from 9 EU Member States, has gradually involved more anti-trafficking NGOs of EU Member States but also from candidate countries and other European countries. At the moment 27 anti-trafficking NGO’s have officially joined the Platform, representing 25 different countries. And more will join in the months ahead.

This final conference statement describes the most relevant lessons acquired by participating NGOs, which can be used as guiding principles by NGOs in their efforts against human trafficking. The last part provides general recommendations targeting governmental partners at all levels, such as European institutions, national government departments, regional administrations, law enforcement and the anti-trafficking coordination bodies, which are responsible for the implementation of effective policies and strategies.

ENPATES’ key lessons learned (addressing NGOs and civil society)

Based on the NGOs’ needs identification and analysis, the exchange of information, the collection of data, and the development of a few tools (such as the Advocacy guide) throughout the project’s duration, the ENPATES Platform identified some specific key lessons, accordingly to some International standards in the anti-trafficking work, that can encourage systemic improvements and cooperation among NGOs in tackling human trafficking. These lessons include the following:

Assistance to victims:

- Assistance and protection have to be provided to any trafficked or presumed trafficked person irrespective whether they decide to cooperate with the investigative authorities.
- All assistance and social inclusion services have to be provided in a non-discriminatory and non-judgmental manner and in compliance with international human rights norms. Above all, respect for privacy, confidentiality, self-determination and freedom of movement must be ensured.
- Empowerment of trafficked persons and their participation in determining assistance and social inclusion programmes is crucial and should be ensured by all involved actors.
- Assistance in countries of origin and prevention of re-trafficking should be enhanced.

Data collection, information sharing, capacity building:

- Data about the phenomenon (new forms of recruitment, characteristics of trafficked persons, sectors and forms of exploitation, flows and routes) should be constantly exchanged among NGOs.
- Information about policies, programmes and relevant initiatives (directives, regulations, reports, seminars, workshops) at international and EU level should be regularly shared among NGOs.
- A constant discussion on practices related issues and other concrete operational themes (protection and assistance, identification, multi-agencies cooperation, etc.) should be guaranteed.
- Knowledge and capacity building needs to be improved on different topics, including fundraising opportunities.
Cooperation:

- Wider and more effective cooperation among European NGOs (especially among destination and countries of origin) should be enhanced as well as the creation and maintaining of partnerships or coalitions with a wider network of NGOs should be assured, in their cross border work for the protection of victims (transnational referral, safe return).

- The collaboration among NGOs at any moment of the human trafficking phenomenon, should be improved, especially in the identification process.

- Regular relationships and multi-agencies agreements should be facilitated among NGOs and other relevant actors involved in this field (national social and health services, law enforcement agencies, embassies, consulates, international organizations...).

- Advocacy and lobbying activities should be implemented at international, EU, national and local level.

ENPATES’ recommendations (addressing EU institutions and government partners)

ENPATES Platform has formulated some recommendations targeting all those key bodies responsible for anti-trafficking policies across Europe (European institutions, government departments, regional administrations, law enforcement and the anti-trafficking coordination bodies). Such recommendations are designed to ensure that the issue of human trafficking is approached holistically and from the human rights perspective.

- Ensure that all anti-trafficking policies are anchored within the human rights framework, in compliance with binding international human rights treaties and widen recommendations for quality standards commonly developed by NGOs on assistance and protection to trafficked persons.

- Make certain that all relevant front-line workers (social workers, law enforcement officers, border guards, health service personnel, labour inspectors, trade unions personnel) are trained to be able to identify trafficked persons early and that training is reviewed on a regular basis.

- Provide presumed and identified trafficked persons with access to assistance, protection, reflection and recovery period regardless of their willingness to cooperate with authorities and carry out individualised risk-assessment prior to any possible trafficked person being returned to their country of origin. The return must be done only on a voluntary and informed basis.

- Ensure and prioritise sustainable funding to NGOs’ assistance services for presumed and indentified trafficked persons, including outreach and low threshold services for early identification and referral, protection and assistance, legal assistance and access to compensation (not relying only on the confiscation and seizure of assets from the perpetrators), support and services for the social inclusion and the access to the labour market of trafficked persons in the destination countries, opportunities for voluntary assisted return also within the EU countries.

- Improve data collection system related to trafficking (including victims and the crime), ensuring sufficient disaggregation by key indicators, such as age, gender and nationality, and ensuring confidentiality and personal data protection.

- Regular independent evaluation of the effectiveness of anti-trafficking measures based on comparable and consistent indicators and regularly involving NGOs in the process.

- Mainstreaming of anti-trafficking principles and policies in other fields that are connected with the phenomenon (such as immigration, labour legislations and policies), towards the full respect of victims’ rights and the providing of concrete opportunities.
RELEVANT ANTI-TRAFFICKING PRACTICES

<table>
<thead>
<tr>
<th>Chart No. 1</th>
<th>Bosnia and Herzegovina</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Organisation</strong></td>
<td>NGO “New road” (“Novi put”)</td>
</tr>
<tr>
<td><strong>Name of Practice/Programme</strong></td>
<td>Outreach work</td>
</tr>
<tr>
<td><strong>Category A</strong></td>
<td>Prevention, Training and Research</td>
</tr>
<tr>
<td><strong>Typology</strong></td>
<td>Specific prevention (Awareness raising activities targeting potential victims, peer education)</td>
</tr>
<tr>
<td><strong>Period of implementation</strong></td>
<td>Since March 2011</td>
</tr>
<tr>
<td><strong>Geographical area covered</strong></td>
<td>Blagaj, Drežnica, Bijelo polje, Vrapčići, Dubrave, rural communities in Herzegovina, Neretva Canton.</td>
</tr>
</tbody>
</table>

**Background information**

High figures of unemployment – especially among women – as well as the lack of adequate social welfare systems, make people from rural areas want to migrate to build up their lives elsewhere, and to accept certain working conditions they would not otherwise accept. The visa liberation BiH got on December 2010 makes it easier to decide to leave the country. According to official data, more than half (55%) of the BiH population lives in rural areas, where 80% of all poor people live. The unemployment rate is much higher in rural municipalities (up to 80%) than in urban ones (50%). Most unemployed are young people, especially women, as they are not given the opportunity to continue their education after completing elementary school. In reality, all elements affecting the standard of living are much more unfavourable in rural areas, including access to educational, health and administrative institutions. Unemployed persons face more problems in terms of social inclusion. Life in villages and harsh and inadequately paid work in agriculture are not attractive to young people. Since in the past prevention activities targeted the population in towns and cities, the current prevention activities specifically target people living in rural areas.

**Target group/s**

- Unemployed youth, both graduated and without formal education
- Local authorities

**Objectives**

Provide information on safe migration, raising awareness about the risks of human trafficking.

**Activities**

Observation and mapping

**Methods and tools**

- Mapping out
- Direct contact with the target groups in their own environment to get clear insight of their situation
- Networking with the representatives of the local communities

**Resources**

- 1 Coordinator/operator
- 3 Operators
- Volunteers
- 1 Car
- Mobile phones
- Landline telephone

Funding provided by: Ministry of Foreign Affairs of Czech Republic: 90%
Private donor: 10%

**Results**

Job offers for summer seasonal work on the Croatian coast advertised in the targeted communities, unrealistic dreams about excellent job opportunities in Western Europe, and the lack of employment possibilities in BiH greatly affects the youth. According to the findings of the mapping, in most cases, the targeted young people are unaware of human trafficking and would accept even suspicious job offers, especially those abroad.

**Learning from the case**

More people were informed of the risks of human trafficking in less time than they would have been through a workshop. Originally, Novi put intended to specifically target youth in risk groups, but in practice, it reached out to people of all ages because of the interest they showed in human trafficking issues. The cases of labour exploitation of Bosnian citizens in Azerbaijan and Iraq that have recently been revealed spurred their concern, as they learned about the different forms of exploitation related to trafficking.

**Transferability**

The practice can be replicated in other local communities.

**Contact details**

Novi put
Zagrebacka 9 - 88000 Mostar - Bosnia and Herzegovina
Tel: +387 36 988 022  Fax: +387 36 332 998
E-mail: info@newroadbih.org  Website: www.newroadbih.org
<table>
<thead>
<tr>
<th>Organisation/s</th>
<th>France</th>
</tr>
</thead>
<tbody>
<tr>
<td>Name of Practice/Programme</td>
<td>Dispositif Ac.Sé (Ac.Sé Network)</td>
</tr>
<tr>
<td>Category B</td>
<td>Identification and First protection</td>
</tr>
<tr>
<td>Typology</td>
<td>Low threshold services, identification and referral</td>
</tr>
<tr>
<td>Period of implementation</td>
<td>Since 2002</td>
</tr>
<tr>
<td>Geographical area covered</td>
<td>France</td>
</tr>
<tr>
<td>Background information</td>
<td>The increased number of victims of human trafficking in France at the end of the '90s led to the creation of a protection system. At a local level, organisations were unable to offer protection and specialised assistance to victims. ALC created a specialised network in 2002, called “Ac.Sé” (English: secure accommodation). Ac.Sé links 50 shelters all over the French territory with specialised NGOs, i.e. NGOs working with persons in prostitution, migrants or victims of domestic slavery. For the past ten years, ALC has been managing this French National network to protect and provide assistance to trafficked persons.</td>
</tr>
<tr>
<td>Target group/s</td>
<td>Any French or foreign adult person who is a victim of human trafficking for the purpose of any forms of exploitation.</td>
</tr>
</tbody>
</table>
| Objectives              | The National network Ac.Sé aims at:  
- Providing global assistance and safe sheltering, far from the place of exploitation, and/or assistance in case of voluntary return to the country of origin  
- Managing a national hotline and providing counselling to professionals in contact with trafficked persons; raising awareness on human trafficking |
| Activities              | - What: Facilitate the identification of victims of trafficking  
- How: Identify organisations in contact with the potential victims; organise training for professionals; raise awareness of law enforcement agencies; hotline counselling for professionals; publication and dissemination of guidelines for professionals  
- What? Provide quality and safe sheltering to victims of trafficking  
- How? Identify shelters; organise training and conferences on the specific needs of victims of human trafficking; manage a hotline for referral of victims  
- What? Observation and mapping. Needs assessment  
- How? Permanent contact with professionals working with victims; identify the evolution of the phenomenon of human trafficking in France  
- What? Network facilitation  
- How? Contact with partners; field visits, projects and seminars with partners |
| Methods and tools        | Methodology: networking; partnership; assessment of needs  
Tools: phone calls; interviews; databases; studies and reports; projects; publications; newsletter; conferences |
| Resources                | - 1 Coordinator  
- 1 Project officer  
- Landline and mobile phones  
- Office  
- Computers  
Funding: Ministry of Social Affairs, The Municipality of Paris, Ministry of Justice., |
| Results                  | Outcome for final beneficiaries: safe shelter and access to the rights of victims of human trafficking  
Outcome for direct beneficiaries: improved communication among different organisations working with victims; (greater) access to information for all the partners; centralised resources and information; possibility to share practices and experience. |
| Learning from the case   | Strengths: cooperation between professionals; prompt reply for case referral and information exchange; shared knowledge; and joint projects  
Innovation: “referral system” developed by NGOs; implementation of new services  
Weaknesses/Difficulties: Need for a larger number of partners |
| Transferability          | Any other geographical areas and other target groups. |
| Mainstreaming           | Ac.Sé has been officially recognised by Decree no. 2007-1352 of 13 September 2007 and the Circular no. IMIM000054C of 5 February 2009.  
Ac.Sé network is acknowledged at the local, national and international levels as an important partner in the fight against human trafficking. |
| Contact details          | Coordination du Dispositif National Ac.Sé  
Mail Box 1532 - 06009 Nice Cedex 1 - France  
Tel: +33 825 009 907  
E-mail: ac.se@association-alc.org  
Website: www.acse-alc.org |
<table>
<thead>
<tr>
<th>Chart No. 3</th>
<th>Georgia</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Organisation/s</strong></td>
<td>People's Harmonious Development Society</td>
</tr>
<tr>
<td><strong>Name of Practice/Programme</strong></td>
<td>Programme of Cooperation in the Black Sea Region in the Area of Migration between Countries of Origin, Transit and Destination</td>
</tr>
<tr>
<td><strong>Category A</strong></td>
<td>Prevention, Training and Research</td>
</tr>
<tr>
<td><strong>Typology</strong></td>
<td>Training of police, border guards, prosecutors, judges, labour inspectors, health workers, social workers</td>
</tr>
<tr>
<td><strong>Period of implementation</strong></td>
<td>Since 2009</td>
</tr>
<tr>
<td><strong>Geographical area covered</strong></td>
<td>Black Sea Basin countries</td>
</tr>
</tbody>
</table>

**Background information**

In the region there are countries of origin, transit and destination of human trafficking. The main shortcomings that impact the detection of victims and the quality of services are: poor victim identification skills, no transnational referral procedures, poor anti-trafficking and migrant smuggling professional expertise; and lack of international cooperation. Law enforcement agencies need to improve their skills to identify trafficked persons and provide them with effective protection as well as to fight and prosecute criminal organisations involved in migrant smuggling and human trafficking. Untrained law enforcement officers fail to perform an adequate screening and identify trafficked persons when the latter are found to irregularly cross the border and travel with fake documents or visas. In most instances, they are charged with immigration violations, arrested and expelled. When traveling with valid documents, trafficked persons can be admitted to the country, where their traffickers will soon or at a later stage exploit them. The serious lack or poor quality of assistance for reintegration services and access to justice and compensation are also major challenges. Only a very small number of cases of human trafficking reach the courts. Even when they do, charges of human trafficking are hard to prove and traffickers are often acquitted. In the rare cases where traffickers are punished, so far there has not been a precedent of material restoration of the victim in the Black Sea Region. This lack of proper assistance and effective support structures may lead to a further victimisation of a very vulnerable group such as trafficked persons.

**Target groups**

- Law enforcement officers
- Social workers

**Objectives**

Coordination and implementation of specialised training courses aim to:

- Build law enforcement agencies’ capacity to prosecute human trafficking and smuggling cases;
- Build capacity for identification, protection and reintegration of trafficked victims;
- Promote understanding between governmental agencies and NGOs on the assistance services provision.

**Activities**

Elaboration of Training Courses:

- Establishing two international teams of experts to law enforcement agencies and Social Work Schools in Georgia
- Adjusting the training module to the experts groups needs
- Selecting the team coaches
- Selecting participants from LE and SW Schools

Implementation of the training courses in LE and SW Schools

- Distance learning course
- LE and SW Training Courses in Georgia
- Evaluation of LE and SW Schools

**Methods and tools**

**Methodology:**

- Networking
- Direct contact with experts (Skype & country visits)
- Needs assessment
- Full-time training (2 consecutive shifts, 3 groups per shift, 15 participants per group)
- Tender for participants
- Distance learning

**Tools:**

- Skype and Telephone calls
- Interviews
- Role playing
- Advertisements
- On-line survey
- Mailing lists
- Website

**Resources**

**Human resources:**

- 1 School Director
- 2 Accountants
- 1 Assistant
- 1 Logistic officer
- 6+6 Experts
- 7 International experts and 10 trainers for LE School
- 2 Evaluators
- 2 international Experts and 11 Trainers for SW School
- 3 Actors

Funding provided by: 75% the European Commission, 25% other donors

**Results**

- 95 law enforcement officers successfully trained on human trafficking and irregular migration issues; better knowledge acquired on the issues; prosecution capacity improved;
- Improved capacity to prevent human trafficking and irregular migration;
- Promoted cooperation between civil society and law enforcement agencies;
- 86 social workers successfully trained on human trafficking and irregular migration issues; increased knowledge on providing support to migrants in deportation centres and assistance to trafficked persons;
- A network of trainers and experts established;
- Communication and further cooperation among the trained specialists from the Black Sea countries encouraged;
- Enhanced protection of human rights of trafficked persons;
<table>
<thead>
<tr>
<th><strong>Learning from the case</strong></th>
<th><strong>Strengths:</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>- Improved services for trafficked persons;</td>
<td>- Consolidated capacity to prevent human trafficking and irregular migration</td>
</tr>
<tr>
<td>- Establishment of an informal platform for international cooperation among 8 countries;</td>
<td>- Provided better services to victims</td>
</tr>
<tr>
<td>- Establishment of a victim referral network in the region.</td>
<td>- Communication and further cooperation among the trained specialists in the region was encouraged</td>
</tr>
<tr>
<td></td>
<td>- Cooperation between civil society and law enforcement agencies was promoted</td>
</tr>
<tr>
<td></td>
<td>- Platform established for international cooperation in the region</td>
</tr>
<tr>
<td></td>
<td>- Victim referral network in the region</td>
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<td></td>
<td></td>
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<tr>
<td></td>
<td>- Distance learning course</td>
</tr>
<tr>
<td></td>
<td>- Creating innovative methodology, tools and services</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Weaknesses/Difficulties</strong></th>
<th>- It is difficult to be involved in the selection process of trainees, as the majority are enlisted by the Ministry</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Need for a larger number of agencies to be included in trainings</td>
<td></td>
</tr>
<tr>
<td>- Bureaucratic procedures are sometimes difficult to complete</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Transferability</strong></th>
<th>The Training Course for LE and SW developed can be replicated in other geographical areas.</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th><strong>Contact details</strong></th>
<th>People's Harmonious Development Society</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Address: 16, Abashidze St., Tbilisi, Georgia</td>
</tr>
<tr>
<td></td>
<td>Tel: +995 322 182 182 +995 577 46 17 54</td>
</tr>
<tr>
<td></td>
<td>Website: <a href="http://www.phds.ge">www.phds.ge</a></td>
</tr>
<tr>
<td><strong>Chart No. 4</strong></td>
<td><strong>Georgia</strong></td>
</tr>
<tr>
<td>-----------------</td>
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</tr>
<tr>
<td><strong>Organisation/s</strong></td>
<td>People’s Harmonious Development Society</td>
</tr>
<tr>
<td><strong>Name of Practice/Programme</strong></td>
<td>Programme of Cooperation in the Black Sea Region in the Area of Migration between Countries of Origin, Transit and Destination</td>
</tr>
<tr>
<td><strong>Category B</strong></td>
<td>Identification and First Protection</td>
</tr>
<tr>
<td><strong>Typology</strong></td>
<td>First Protection services and assisted voluntary return services</td>
</tr>
<tr>
<td><strong>Period of implementation</strong></td>
<td>Since 2009</td>
</tr>
<tr>
<td><strong>Geographical area covered</strong></td>
<td>Georgia</td>
</tr>
</tbody>
</table>

### Background information

The Georgian anti-trafficking legislation provides for the Anti-Trafficking Fund (ATF) that supports victim assistance and two shelters. However, several factors challenge the full protection of victims in Georgia, namely:
- No shelters available for presumed trafficked persons who have applied for ATF assistance but have not yet been granted the “victim status”; as a result, victims literally live on the streets during the pending time;
- Delayed decisions on the victim status due to the time necessary for information gathering on the case;
- Almost impossible to obtain the victim status if the case is not under investigation;
- Trafficked persons can still be charged and detained for illegal border crossing and use of false documents;
- Difficult to prove the exploitation situation in court;
- Compensation schemes are not available for trafficked persons;
- Assets resulting from human trafficking are not confiscated.

### Target group/s

Victims of trafficking in human beings in Georgia

### Objectives

- Assistance to trafficked persons
- Protection of human rights
- Safe return to home countries for foreign victims

### Activities

- **Identification:**
  - Hotline work
  - Face-to-face consultations
  - Dissemination of brochures
- **Protection of rights of victims:**
  - Access to information about rights and opportunities, especially as to the voluntary cooperation with the law enforcement
  - Applying for compensation from the state, irrespective of the decision to cooperate with the law enforcement
  - Granting legal rights
- **Social and psychological support:**
  - Identification of victims’ primary needs
  - Developing a reintegration plan
  - Providing primary medical support
  - Psychological assistance, including family mediation
  - Legal assistance: retrieving identity or travel documents; ensuring support during investigations; support in contact with the Anti-Trafficking Fund; support in court if prosecuted; assistance in obtaining compensation
- **Ensure safe return to home countries:**
  - Cooperate with NGOs from the origin countries of origin
  - Documenting case referrals
  - Preparation of “working” version/alibi for the family (photo album, experience of living in Georgia, house management skills)
  - Ensuring safe return home (transportation costs, meeting at airport, escort to the country of origin)
- **Monitoring the social reintegration process in the country of origin:**
  - Communication with the host NGO
  - Contact with victims
  - Visit to the country and case study

### Methods and tools

#### Methods:

- Hotline
- Face-to-face consultations
- Online consultations
- Networking
- Needs assessment
- Monitoring
- Online information

#### Tools:

- Advertisement in metro, website, Skype
- Telephone calls
- Interviews
- Reports of specialists
- Primary needs assessment form
- Reintegration plan
- Case study

#### Resources:

- Head of social service
- Psychologist
- Lawyer
- Medical service
- Hotline operator
- Social worker
- Driver

- Funding provided by: 75% European Commission; 25% other donors
### Results

- Increased awareness on rights, duties and available opportunities
- Access to local social and health services for trafficked persons
- Adoption of harm reduction behaviours
- Safe return to home country
- Strengthened local network of service providers/agencies with tasks in the national referral mechanism

### Learning from the case

**Strengths:**
- Increased management skills for national referrals and safe returns of victims
- Increased knowledge on human trafficking
- Development of new methodology and tools
- Development of recommendations for governmental institutions

**Innovation:**
- Proposals to improve the victim protection mechanism
- Identification of gaps and inconsistencies in the national anti-trafficking legislation
- Implementation of new and innovative services
- Victim identification also in prison facilities

### Weaknesses/Difficulties

- Victims' rights are not fully respected by the competent authorities
- Shortcomings in the victim identification procedures
- Need for a larger number of agencies providing services to trafficked persons
- Bureaucratic procedures are sometimes difficult to fulfil
- Non-harmonized legislation between countries of origin, transit and destination
- Cooperation agreements between countries to investigate trafficking cases sometimes do not effectively work
- Impossibility to secure confidentiality of personal data upon return to the origin country
- No compensation mechanisms available for victims in some destination countries
- No common approach among service providers (i.e. do not harm; respect rights during the referral; find solutions to prevent re-trafficking)
- Poor law enforcement agencies' capacity to deal with trafficked persons and to establish trust and mutual understanding with them

### Transferability

The practice can be replicated in other geographical areas.

### Contact details

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Address: 16, Abashidze St., Tbilisi, Georgia  
Tel. +995 322 182 182  +995 577 46 47 54  
E-mail: tsovinar@phds.ge  
Website: www.phds.ge
<table>
<thead>
<tr>
<th>Chart No. 5</th>
<th>Georgia</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Organisation/s</strong></td>
<td>People’s Harmonious Development Society</td>
</tr>
<tr>
<td><strong>Name of Practice/Programme</strong></td>
<td>“Sadaursa saad tsiquvan”/“Quo Vadis?”/“Where do you go?”</td>
</tr>
<tr>
<td><strong>Category A</strong></td>
<td>Prevention, Training, and Research</td>
</tr>
<tr>
<td><strong>Typology</strong></td>
<td>Awareness raising activities targeting the public, lobbying work, advertisement of organisation’s activities</td>
</tr>
<tr>
<td><strong>Period of implementation</strong></td>
<td>2009-2010</td>
</tr>
<tr>
<td><strong>Geographical area covered</strong></td>
<td>Georgia</td>
</tr>
<tr>
<td><strong>Background information</strong></td>
<td>The practice aimed at developing a prevention programme to deliver effective information on human trafficking by taking into account the following needs:</td>
</tr>
<tr>
<td></td>
<td>- To avoid “lethal” messages (e.g. “Don’t become a slave!”) and disturbing images, as they activate defence mechanisms in the viewers, information does not get through and people cannot relate to it.</td>
</tr>
<tr>
<td></td>
<td>- Information must be practical, addressed to a specific group, and respond to specific questions.</td>
</tr>
<tr>
<td></td>
<td>- Not to display photos of women that can distract public attention and foster the misperception that human trafficking merely equates to sexual exploitation.</td>
</tr>
<tr>
<td><strong>Period of implementation</strong></td>
<td>2009-2010</td>
</tr>
<tr>
<td><strong>Target groups</strong></td>
<td>Potential and actual victims of human trafficking and migrants (to be) employed in irregular labour markets</td>
</tr>
<tr>
<td><strong>Objectives</strong></td>
<td>To raise awareness on trafficking-related issues and support the fight against trafficking and irregular migration.</td>
</tr>
<tr>
<td><strong>Activities</strong></td>
<td>- Contest concept development</td>
</tr>
<tr>
<td></td>
<td>- Award Commission’s members selection</td>
</tr>
<tr>
<td></td>
<td>- Contest launching on <a href="http://www.boke.ge">www.boke.ge</a></td>
</tr>
<tr>
<td></td>
<td>- Online competition</td>
</tr>
<tr>
<td></td>
<td>- Winners’ selection</td>
</tr>
<tr>
<td></td>
<td>- Exhibitions</td>
</tr>
<tr>
<td></td>
<td>- Awards ceremony</td>
</tr>
<tr>
<td></td>
<td>- Photos booklets and CDs printing and presentation</td>
</tr>
<tr>
<td><strong>Methods and tools</strong></td>
<td><strong>Methodology:</strong></td>
</tr>
<tr>
<td></td>
<td>- Experts’ review on the printed material</td>
</tr>
<tr>
<td></td>
<td>- Online contest</td>
</tr>
<tr>
<td></td>
<td>- Involvement of young people in the competition and in the evaluation process</td>
</tr>
<tr>
<td></td>
<td>- Encouraging participation in the contest and dissemination of the winning photos</td>
</tr>
<tr>
<td></td>
<td>- Photo exhibition</td>
</tr>
<tr>
<td></td>
<td>- Awareness raising</td>
</tr>
<tr>
<td></td>
<td>- Exhibition visits and information meetings</td>
</tr>
<tr>
<td></td>
<td><strong>Tools:</strong></td>
</tr>
<tr>
<td></td>
<td>- Contest ad on a popular website</td>
</tr>
<tr>
<td></td>
<td>- Photo competition</td>
</tr>
<tr>
<td></td>
<td>- Qualified awarding commission</td>
</tr>
<tr>
<td></td>
<td>- Voting criteria</td>
</tr>
<tr>
<td></td>
<td>- Photo booklets and CDs,</td>
</tr>
<tr>
<td></td>
<td>- Website</td>
</tr>
<tr>
<td></td>
<td>- Prevention caravans (Travelling exhibitions)</td>
</tr>
<tr>
<td><strong>Resources</strong></td>
<td>- 1 Coordinator</td>
</tr>
<tr>
<td></td>
<td>- 3 Committee members</td>
</tr>
<tr>
<td></td>
<td>- 1 Designer</td>
</tr>
<tr>
<td></td>
<td>Funding provided by 75%: European Commission; 25%: other donors</td>
</tr>
<tr>
<td><strong>Results</strong></td>
<td>- 25 contest participants with 91 photos</td>
</tr>
<tr>
<td></td>
<td>- 7000 website visitors during the contest period</td>
</tr>
<tr>
<td></td>
<td>- 3 travelling exhibitions visited by 3 00 persons</td>
</tr>
<tr>
<td></td>
<td>- 1000 photo booklets</td>
</tr>
<tr>
<td></td>
<td>- Increased awareness on issues concerning human trafficking and irregular migration</td>
</tr>
<tr>
<td><strong>Learning from the case</strong></td>
<td><strong>Strengths:</strong></td>
</tr>
<tr>
<td></td>
<td>- Expressive photographs can influence the audience’s perceptions and opinions</td>
</tr>
<tr>
<td></td>
<td>- The online photo contest allowed for a great visibility and wide distribution of booklets and other project deliverables</td>
</tr>
<tr>
<td><strong>Innovation</strong></td>
<td>- Expert advice for the selection of the most effective and influential photos</td>
</tr>
<tr>
<td></td>
<td>- Online competition</td>
</tr>
<tr>
<td></td>
<td>- Young people’s participation</td>
</tr>
<tr>
<td></td>
<td>- Travelling exhibitions</td>
</tr>
<tr>
<td><strong>Weaknesses/Difficulties</strong></td>
<td>Due to technical issues that arose during the contest period, the organisers had to change the contest rules.</td>
</tr>
<tr>
<td><strong>Transferability</strong></td>
<td>The practice developed can be replicated in other geographical areas.</td>
</tr>
<tr>
<td><strong>Contact details</strong></td>
<td>People’s Harmonious Development Society</td>
</tr>
<tr>
<td>Address: 16, Abashidze St, Tbilisi, Georgia</td>
<td></td>
</tr>
<tr>
<td>Tel: +995 322 182 182; +995 577 46 17 54; Tel: +995 322 182 182; +995 577 46 17 54</td>
<td></td>
</tr>
<tr>
<td>Website: <a href="http://www.phds.ge">www.phds.ge</a></td>
<td></td>
</tr>
</tbody>
</table>
### Chart No. 6

<table>
<thead>
<tr>
<th>Description</th>
<th>Italy</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Organisation/s</strong></td>
<td>Municipality of Venice</td>
</tr>
<tr>
<td><strong>Name of Practice/Programme</strong></td>
<td>Crisis and Assessment Unit</td>
</tr>
<tr>
<td><strong>Category B</strong></td>
<td>Identification, First protection</td>
</tr>
<tr>
<td><strong>Typology</strong></td>
<td>Low threshold services, identification and referral</td>
</tr>
<tr>
<td><strong>Period of implementation</strong></td>
<td>Since 2007</td>
</tr>
<tr>
<td><strong>Geographical area covered</strong></td>
<td>Veneto region (Northeast Italy)</td>
</tr>
</tbody>
</table>

#### Background information

Since 1995, the Social and Humanitarian Protection Unit of the Municipality of Venice performs outreach work to reach out to street prostitutes, in particular to give assistance to victims of trafficking for the purpose of sexual exploitation. The methodology is centred on the promotion and protection of the victims’ human rights and rooted on a comprehensive multi-agency strategy, involving social services, NGOs, law enforcement agencies, and the judiciary. Since 2007 the features of human trafficking have changed since new countries of origin of victims and new sectors of exploitation have arisen in Veneto, e.g. Chinese indoor prostitution in apartments and in massage centres and Chinese textile and manufacturing companies. These sectors share two main characteristics: invisibility ad geographical capillarity all over the regional territory. Moreover, Chinese trafficked women are the only victims who are first exploited in the labour market and eventually in indoor prostitution. As a matter of fact, after a few years of exploitation in the sweatshops, Chinese women are moved to indoor prostitution because they have health problems or cannot work long hours in bad and risky working living conditions any longer. In both exploitation sectors, Chinese migrants lack regular documents, do not speak Italian, are unaware of the Italian immigration and labour legislation, and are highly dependent on members of their national community. Exploited Chinese workers often live and work in the same premises, which do not comply with the health and safety regulations. In most cases, they are not even aware of where they live, work, and – sometimes – raise their children. The latter then live in unhealthy and unsafe conditions with no proper space to play, sleep or do their homework. Against this backdrop, in 2007, the Municipality of Venice set up a multi-professional team (“Crisis and Assessment Unit”) to support the labour inspectors and the law enforcement officers during their inspections with the aim to identify and provide first assistance measures to victims of trafficking.

#### Target group/s

Trafficked persons exploited in the labour market and in indoor prostitution (apartments, massage centres), mainly from China.

#### Objectives

- Detection and identification of presumed trafficked persons exploited for labour or sexual purposes through a proactive multi-agency effort
- Linguistic and cultural mediation support during the inspection activity
- Raise awareness on human trafficking among law enforcement officers and labour inspectors
- Monitoring the phenomenon and the labour conditions (also in indoor and wellness centre prostitution)
- Monitoring potential cases of child labour and child prostitution
- First assistance and protection of identified trafficked persons.

#### Activities

Outreaching to trafficked persons exploited in the labour market and in indoor prostitution. The multi-agency team is composed of the municipal social workers, psychologists, a cultural mediator, labour inspectors, and law enforcement officers (Carabinieri or Police). Once the Crisis and Assessment Unit is informed of a presumed case of trafficking (as a result of a labour or police investigation, hotline calls, anonymous letters, word of mouth, etc.), the team meets and jointly plans the workplace inspection. Then, it performs the inspection as follows: first, the labour inspectors and the law enforcement officers check the health and safety conditions of the working environment, and the company’s compliance with the labour regulations, including the worker’s position (contract, legal status, etc.). They interview all migrant workers with the support of the cultural mediator. If, during the inspection, vulnerable migrant workers are found, the municipal team is then required to join the rest of the unit and to carry out the preliminary case assessment, first identifying the migrants’ needs. The migrant workers are then provided information and counselling and, in case they are identified as victims of trafficking, they are referred to the municipal social protection staff. Information is also provided to migrants who are not found in a vulnerable position. If during the inspection children are found, the municipal team carries on a specific assessment also on the family conditions, involving the territorial social services. If the family is not present, the child is accommodated in a safe shelter for children and assisted as a foreign accompanied child or a child victim of trafficking.

#### Methods and tools

**Methods:**
- Multi-agency labour inspection planning
- Participation in the labour inspection
- Crisis and assessment unit (multi-professional team)
- Needs assessment
- Linguistic cultural mediation support
- Networking
- Back office activities

**Tools:**
- Project Partnership Declaration signed by the Venice Municipality and the Labour Inspectorate
- Project Partnership Declaration signed by the Venice Municipality and the law enforcement agencies
- Project Partnership Declaration signed by the Venice Municipality and the Judiciary
- Periodical team meetings
- Interviews
- Interview sheet
- Inspections database
- Contacts and interviews database
- Information leaflets for Chinese migrant workers
<table>
<thead>
<tr>
<th>Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>- 1 Coordinator</td>
</tr>
<tr>
<td>- 3 Social workers</td>
</tr>
<tr>
<td>- 1 Chinese cultural mediator</td>
</tr>
</tbody>
</table>
This practice is implemented within the framework of the project “Local Communities against Trafficking: A Network for the Territory of Veneto”, funded by the Art.13 Assistance Programme (Law 228/03 “Measures against Trafficking in Persons”). Funding: 70% Government (Italian Department for Equal Opportunities), 30% Municipalities of Venice, Padova, Verona, and Vicenza.

<table>
<thead>
<tr>
<th>Results</th>
</tr>
</thead>
<tbody>
<tr>
<td>Between 2007 and 2012, the Crisis Assessment Unit has:</td>
</tr>
<tr>
<td>- performed 55 inspections in Chinese manufacturing companies and indoor prostitution centres;</td>
</tr>
<tr>
<td>- carried out 362 interviews;</td>
</tr>
<tr>
<td>- identified 75 women sexually exploited</td>
</tr>
<tr>
<td>- identified 287 persons exploited in the labour market</td>
</tr>
<tr>
<td>- referred 31 Chinese migrants to the local or national social protection programme for trafficked persons.</td>
</tr>
</tbody>
</table>
All migrant workers have been provided with information and counselling on Italian migration law and, if identified as victims of trafficking, on the available protection and assistance opportunities.

<table>
<thead>
<tr>
<th>Learning from the case</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Strengths:</strong></td>
</tr>
<tr>
<td>- Linguistic-cultural mediation</td>
</tr>
<tr>
<td>- Multi-professional team</td>
</tr>
<tr>
<td>- Reaching out to many potential/presumed victims of trafficking</td>
</tr>
<tr>
<td>- Acquisition of knowledge on hidden forms of labour and sexual exploitation</td>
</tr>
<tr>
<td>- Monitoring potential/presumed child labour and child prostitution</td>
</tr>
<tr>
<td>- Creation of an observatory on the phenomenon</td>
</tr>
<tr>
<td>- Linking up of viewpoints of different actors (i.e. social workers, law enforcement officers, labour inspectors, public prosecutors and judges)</td>
</tr>
<tr>
<td>- Partnership declaration for the multi-agency work</td>
</tr>
<tr>
<td>- Participation of social workers in the labour inspections ensures a human rights approach towards the migrant workers</td>
</tr>
<tr>
<td><strong>Weakness:</strong></td>
</tr>
<tr>
<td>- Lack of a proper interview setting during the inspections</td>
</tr>
<tr>
<td>- Short time for the first case assessment per migrant</td>
</tr>
<tr>
<td>- Need to constantly work for improving and maintaining the multi-agency collaboration</td>
</tr>
<tr>
<td><strong>Innovation:</strong></td>
</tr>
<tr>
<td>- Multi-agency collaboration</td>
</tr>
<tr>
<td>- One centralised Crisis and Assessment Unit for the entire regional territory</td>
</tr>
<tr>
<td>- Participation of social workers in labour inspections</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Transferability</th>
</tr>
</thead>
<tbody>
<tr>
<td>The practice can be replicated in other geographical areas.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Mainstreaming</th>
</tr>
</thead>
<tbody>
<tr>
<td>The practice, initially implemented by the Municipality of Venice, has become part of the Regional Referral System for the assistance of victims of trafficking.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Contact details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipality of Venice - Social Promotion and Integration Service - Social and Humanitarian Protection Unit Via Verdi 36, Mestre – Venezia, Italy Tel +39 041 5042374 Fax +39 041 983988 E-mail: <a href="mailto:articolo13@comune.venezia.it">articolo13@comune.venezia.it</a></td>
</tr>
</tbody>
</table>
## Chart No. 7

**Organisation/s**
Comunità Oasi 2 San Francesco Onlus

**Name of Practice/Programme**
Outreach work against labour exploitation

**Category B**
Identification and First protection

**Typology**
Low threshold and first protection services

**Period of implementation**
Since 2007

**Geographical area covered**
Apulia (South of Italy): province of Foggia (2007-2010); 2011-onwards: province of Barletta - Andria - Trani

**Background information**
Different ever-changing forms of human trafficking take place in Apulia (Puglia). Exploitation of migrant workers can greatly vary, ranging from irregular work to slavery. Trafficked migrant workers are generally exploited in agriculture, mainly as tomatoes pickers, earning about 2-3 euros per box or hour. They must regularly pay their caporale (i.e. the irregular recruiter) for the employment and rides from/to their living/work place. Trafficked migrant workers live in inhuman living conditions as they stay in rundown houses in the countryside, with no electricity, no running water, and no toilet.

**Target group/s**
Migrant workers, who may be undocumented, potential or presumed trafficked persons, exploited in agriculture

**Objectives**
- To build a relationship with the presumed victims
- To avoid conflicts with exploiters, who often live with their victims
- To identify trafficked persons
- To provide support and practical help to exploited migrant workers
- To raise trafficked persons' awareness on their rights and available services
- To map out areas where presumed or actual exploited migrants live

**Activities**
- Mapping places where vulnerable migrants live and work
- Outreach work (going with a van where migrant workers live)
- Mobile drop-in centre
- Office drop-in centre
- Community work
- Legal counselling
- Healthcare counselling and accompaniment
- Psychological support
- Accommodation

**Methods and tools**
**Methodology:**
- Observation of the exploitation scenario through field visits
- Outreach work
- Offer of medical support
- Building relationship with the target based on mutual trust that could lead to identification of trafficked persons
- Networking with Health and Social Services

**Tools:**
- Mapping
- Multilingual information material distribution
- Outreach unit contact details distribution

**Resources**
- 1 Coordinator
- 3 Social workers
- 1 Nigerian cultural mediator
- 1 Algerian cultural mediator
- Volunteers
- 1 Car
- Mobile phone
- Landline phone
- Office
- Multilingual leaflets

Funding provided by: 80%: Italian Department for Equal Opportunities; 20%: Puglia Region

**Results**
- Raised general knowledge of trafficking for labour exploitation, especially in agriculture
- Improved capacity to identify and to reach out to hidden cases of migrants exploited and trafficked
- Increased trafficked persons’ and vulnerable migrants’ awareness about their rights and available services
- Increased trafficked persons’ and vulnerable migrants’ access to local health services
- Increased access of trafficked persons to the social protection programme

**Learning from the case**
**Strengths:**
- Development of new outreach methodologies and tools

**Innovation**
- The possibility to reach out to migrant workers where they live

**Weaknesses/Difficulties:**
- Difficulties to network and collaborate with local authorities
- Difficulties to fully identify trafficked persons for labour exploitation

**Transferability**
This practice can be replicated, upon appropriate adaptation, in other territories where a similar form of trafficking takes place.

**Mainstreaming**
Outreach work to reach out to presumed trafficked persons exploited in agriculture has been assessed to be a best practice and is currently provided by the regional anti-trafficking legislation as a regular activity of the regional anti-trafficking framework.

**Contact details**
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Via Pedaggio Santa Chiara 57/bis, 75126 Trani (BT) - Italy
Tel. +39 0883 – 582384  Fax +39 0883- 502146
E-mail: segreteria@oasi2.it  Website: www.oasi2.it
<table>
<thead>
<tr>
<th>Chart No. 8</th>
<th>Kosovo</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Organisation/s</strong></td>
<td>Centre to Protect Victims and Prevent Trafficking in Human Beings (PVPT)</td>
</tr>
<tr>
<td><strong>Name of Practice/Programme</strong></td>
<td>Trafficking Prevention for Vulnerable Youth and Women in Kosovo</td>
</tr>
<tr>
<td><strong>Category</strong></td>
<td>Prevention, Training, and Research</td>
</tr>
<tr>
<td><strong>Typology</strong></td>
<td>Specific prevention Training of anti-trafficking key-players</td>
</tr>
<tr>
<td><strong>Period of implementation</strong></td>
<td>Since 2009</td>
</tr>
<tr>
<td><strong>Geographical area covered</strong></td>
<td>Kosovo</td>
</tr>
</tbody>
</table>

**Background information**
PVPT believes that prevention is the most effective tool to fight human trafficking, making potential victims aware of trafficking helps them avoid the risks of being recruited and trafficked. It is crucial that prevention activities target young people aged 12-15, especially in economically vulnerable areas, because they are the most vulnerable to human trafficking in Kosovo. PVPT experience has also shown the importance of training the mothers of potential victims because they greatly influence their children’s lives. In fact, mothers can be trained to recognise the signs of vulnerability and to develop a family environment capable to mitigate the risks of being trafficked. Mothers can raise awareness of human trafficking and can also help to create the social stability necessary to prevent human trafficking. At the same time, it is crucial to also foster the capacity building of governmental officers and NGOs professionals to counteract trafficking and support trafficked persons with the view to strengthen the national and local referral system and improve the quality of the professional support provided to victims of human trafficking.

**Target group/s**
- Girls (school dropouts as potential victims of trafficking) and women (mothers)
- Police officers, prosecutors, social workers, NGOs professionals, journalists

**Objectives**
- Raise understanding about human trafficking among economically vulnerable young people, mothers, and girls from rural areas of Kosovo
- Enable female school dropouts to develop basic vocational skills
- To develop the capacity building of governmental officers, NGO staff, and other relevant actors to counteract trafficking and provide support to victims

**Activities**
- Development and delivery of 52 training/awareness raising sessions on human trafficking targeting vulnerable young people
- Development and delivery of 26 training/awareness sessions targeting girls and mothers
- Supporting the enrolment of female dropouts in a Vocational Training Programme
- Development and delivery of training sessions targeting police officers, prosecutors, social workers, NGOs professionals, journalists
- Outreach Half Day Out’s with young people

**Methods and tools**

**Methodology:**
- Identification of rural areas to target
- Direct contact with selected target groups
- Awareness raising sessions with targeted groups
- Awareness raising activities targeting local NGOs of the selected areas
- Selection of participants for vocational programme
- Networking through NGOs
- Pre- and post-evaluation of activities

**Tools:**
- Role-playing
- Leaflets on “Health consequences caused by trafficking in human beings”
- “Summary of applicable human trafficking-related laws in Kosovo”
- T-shirt “Prevent before it started-trafficking in human beings”
- Human trafficking story strips
- Bags with anti-trafficking messages
- Working plan
- Telephone calls
- Meetings
- Monthly activity reports

**Resources**
- 1 Coordinator/operator
- 1 Doctor
- 1 Psychologist
- Volunteers
- A car
- Mobile phone
- Laptop
- Projector

**Funding provided by:** European Union, Ministry of Education, Science and Technology of RKS, Norwegian Embassy, Finish Embassy

**Results**
- 2,429 young people targeted from selected rural villages for awareness raising activities
- 733 girls and mothers targeted from selected rural villages for awareness raising activities
- 40 female school dropouts successfully completed the Vocational Training Programme
- Staff of 7 local NGOs targeted for awareness raising and capacity building activities

**Learning from the case**
**Strengths:**
- Connection with Municipal Education Directorates of targeted municipalities
**Innovation:**
- Use of role playing during the trainings with young people
- Outreach Half Day Out’s with young people
- Debate/Discussion with mothers and girls

**Transferability**
The described activities can be replicated in the other countries.

**Contact details**
PVPT Center
Pashko Vasa 11A-Pejton, Prishtine, Kosovo
E-mail: hamijet_dedoll@yahoo.com  Website: www.pvptcenter.net
<table>
<thead>
<tr>
<th>Chart No. 9</th>
<th>Kosovo</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Organisation/s</strong></td>
<td>Centre to Protect Victims and Prevent Trafficking in Human Beings (PVPT)</td>
</tr>
<tr>
<td><strong>Name of Practice/Programme</strong></td>
<td>Rehabilitation and reintegration of victims and potential victims of trafficking</td>
</tr>
<tr>
<td><strong>Category</strong></td>
<td>Long-Term Assistance and Socio-economic Inclusion in origin/destination/third countries</td>
</tr>
<tr>
<td><strong>Typology</strong></td>
<td>Assistance and Social Inclusion, Vocational guidance and training/work insertion</td>
</tr>
<tr>
<td><strong>Period of implementation</strong></td>
<td>The Rehabilitation Programme since July 2008, The Reintegration Programme since January 2009</td>
</tr>
<tr>
<td><strong>Geographical area covered</strong></td>
<td>Kosovo</td>
</tr>
</tbody>
</table>

**Background information**
Kosovo became a country of transit and destination of trafficked persons shortly after the war. PVPT Centre was established in January 2000 providing the first shelter and services to trafficked persons in the country. Very soon – around 2003 –, Kosovo has also become a place of origin of victims; the latter were initially trafficked abroad and eventually mainly internally. Victims are mainly girls (ages 13-18) and their number is on the rise. Against this background, PVPT Centre has started to offer direct assistance also to Kosovar victims since 2005. Between 2000 and 2008, PVPT crises shelter assisted 552 beneficiaries. In July 2008, with the financial support of the Embassy of Finland and the Kosovo Ministry of Labour and Social Welfare, PVPT opened the first Rehabilitation Centre for trafficked persons in Kosovo. The rehabilitation is the first step of the Reintegration process. If one victim of trafficking needs to reintegrate into society, she/he needs to pass the long process of rehabilitation in order to be able to start with reintegration process. Within the Rehabilitation Centre, a safe and dignified reintegration and rehabilitation programme is provided. Between July 2008 and December 2011, the Rehabilitation Centre supported 124 identified trafficked persons and potential victims.

**Target group/s**
Direct beneficiaries (nationals, foreigners, adults and children):
- Presumed/potential victims of trafficking
- Victims of trafficking
- Victims of sexual abuse
Secondary beneficiaries: family members of trafficked persons assisted

**Objectives**
- Provision of rehabilitation programme services in the Rehabilitation Centre/Shelter
- Provision of reintegration programme services

**Activities**
- Sustainable Rehabilitation Programme provided to identified victims and potential victims of trafficking includes the following services:
  - Safe and comfortable shelter
  - Food and clothing
  - Medical care and health education sessions
  - Psychological and legal counselling
  - Psycho-social support activities
  - Family mediation and counseling
  - Vocational training sessions
  - Education activities
  - Awareness raising and empowerment sessions
  - Re-creative activities.
- Social-economic Reintegration Programme provided to local and foreign victims trafficking provides:
  - Vocational trainings in private companies and Public Regional Vocational Centres
  - Employment opportunities through grants as monthly salaries, rent payments, and equipment for income-generating activities

**Methods and tools**
**Methodology:**
- Interactive and illustrative activities
- Individual and group meetings with residential and daily beneficiaries for identifying and addressing beneficiaries' needs
- Empathic approach

**Tools:**
- Individual case file forms
- Daily/weekly/monthly activity and case reports
- Pre- and post-evaluation forms
- Monitoring templates
- Beneficiaries' suggestion box
- Awareness raising materials on human trafficking-related issues, including information on risk factors, legal aspects, and empowerment of the beneficiaries
- Memorandum of Understanding with the Ministry of Labour and Social Welfare; Ministry of Education, Science and Technology; Department of Psychology of the University of Pristina for recruiting volunteers/students; Medical-Therapeutic Centre ‘Labyrinth’ and the Evangelic Church ‘God’s People Union’ in Pristina for providing additional services to the assisted beneficiaries

**Resources**
- 1 Executive director
- 1 Program coordinator
- 1 Financial coordinator
- 1 Rehabilitation Centre/RC Coordinator
- 4 Rehabilitation officers

Current funding provided by: Embassy of Finland, Kosovo Ministry of Labour and Social Welfare, IOM Kosovo, King Baudouin Foundation

1 Doctor
1 Psychiatrist
1 Legal counsellor
Volunteers
**Results**

- Rehabilitated beneficiaries
- Improved family relationship
- Increased awareness and knowledge of beneficiaries as to human trafficking
- Increased knowledge and information of beneficiaries as to their legal rights
- Empowered beneficiaries
- Increased beneficiaries' education/vocational skills
- Social and economic reintegration of beneficiaries

**Learning from the case**

**Strengths:**

- Good cooperation between PVPT and various anti-trafficking institutions, such as, the Special Police Unit THBS, other shelter providers, Centres for Social Work, Centres for Employment, Vocational Training Centres, local and international NGOs, etc.
- Implementation of new and innovative services

**Weaknesses/Difficulties:**

- Lack of public quality long-term recovery and reintegration services for local trafficked persons, especially healthcare services, psychological counselling, legal counselling and assistance, vocational and employment available options
- Beneficiaries' unwillingness for sustainable participation in the rehabilitation and reintegration programmes

**Transferability**

Other national shelter providers and governmental institutions can replicate the services developed by PVPT.

**Mainstreaming**

PVPT Centre operates in close cooperation and partnership with the following institutions: Ministry of Internal Affairs, Ministry of Labour and Social Welfare, Ministry of Education Science and Technology, Ministry of Justice, International Organization for Migration, Organization for Security and Cooperation in Europe, and other local and international organisations providing direct assistance to trafficking persons and combatting human trafficking. At the local level for the identification and referral of presumed and identified victims, PVPT works in close cooperation with the Centres for Social Work (CSW), schools, NGOs and the Police. Furthermore, PVPT Centre is a member of the Inter-ministerial Working Group on Trafficking in Human Beings; the Direct Assistance Service Providers Group; the Women Network; the Coalition of Shelter Organisations; the Coalition on Child Protection Organisations; the Terre des Hommes Taskforce. This cooperation system guarantees the mainstreaming of both rehabilitation and reintegration programmes provided by PVPT.

**Contact details**

PVPT Center to Protect Victims and Prevent Trafficking in Human Beings
Str. Pashiko Vasa 11A, Pejton, Prishtina, Kosovo
Tel. & fax. +381 38 60 91 40
E-mail: pvpt.ngo@gmail.com  hamijet_dedolli@yahoo.com  Website: www.pvptcenter.net
### Lithuanian Case Study: Girl and Boy Power in Lithuania

**Organisation/s**
- Missing Persons' Families Support Centre

**Name of Practice/Programme**
- Girl and Boy Power in Lithuania

**Category A**
- Prevention, Training and Research

**Typology**
- Information and awareness campaigns - Specific prevention

**Period of implementation**
- Since 2004

**Geographical area covered**
- Lithuania

**Background information**
Established in 1996, the Missing Persons’ Families Support Centre (MPFSC) is an NGO that provides assistance to victims of human trafficking and to relatives of missing persons. It implements wide prevention work throughout Lithuania and influences public policy to combat human trafficking and/or forced prostitution. Prevention activities against human trafficking are one of the main goals of MPFSC. One of the preventive projects implemented by the Centre is called “Girl and boy power in Lithuania” and is especially important in the Lithuanian case of human trafficking. This work is based on the methodology developed by Mia Hanström, a lecturer at the Aland Island Peace Institute.

**Target group/s**
- Children without parents, rebellious teenagers, children of single parents, low income and socially marginalized families, children of economic migrants, children from poor and rural areas, children who suffer from harassment and who lack social networks, and children who lack motivation for studies are all at risk of being trafficked, abused or socially marginalized.

**Objectives**
The aim of the project is to empower young girls and boys in Lithuania by using the Girls’ and Boys’ group method and to prevent them from risks such as being trafficked, abused, socially marginalized and the bad 'street' impact.

**Activities**
- Working in the groups using Girl and Boy group methodology: discussions with group leaders and peers on various topics like: trafficking in human beings, bullying at school, women’s role in society, etc. Group consists of 6-8 members within a certain age group and meets on a regular basis under the supervision of 1-2 educated leaders. The main emphasis lies on discussion, which is combined with different activities.
- Evaluation of the activities in the group: creation of a common questionnaire for each group that works in the framework of the project and identifies the changes, difficulties and the future goals to be reached.
- Training for the girl and boy power leaders: Two-day seminar conducted by the lecturers and the founder of the method, where method and its features are presented.
- Monitoring and observation: Mid-term and final reports, group activities diaries and plans, questionnaires, information exchange.

**Methods and tools**

**Methodology:**
- The girl/boy group method developed by the Aland Island Peace Institute. The main principle of the group method is discussions with peers, which are combined with different kinds of activities.

**Tools:**
- Individual and group work, phone calls, discussions, meetings and excursions, activity mid-term and final reports, questionnaires, e-mails and exchange of information, training for the girl and boy group leaders, games, project’s and work’s success evaluation in the survey.

**Resources**
- 1 Coordinator
- 1 Accountant
- Girl and boy group leaders
- Girl and boy group leaders’ trainers
- Volunteers
- Partner organisations
- Funding: Emmaus Europe and its groups

**Premises where the actions are implemented**
- Landline and mobile phones
- Office
- Computers
- Internet

**Results**
The project prevented young girls and boys from risks such as being trafficked, abused or socially marginalised. Boys and girls at risk were empowered and got the possibility to improve their self-confidence and self-esteem. Empowerment activities in the form of girl and boy groups promoted social and emotional well-being of the target group, stimulated their personal development and helped to combat different social risks. Activities towards prevention of trafficking and promotion of gender equality led to the prevention of girls from falling victims to trafficking, and boys to make their own choices and decisions.

**Learning from the case**

**Strengths:**
- Development of new methodology and tools
- Implementation of the activities in new areas of the region
- Arrangement of training courses for the new group leaders

**Weaknesses/Difficulties:**
- Risk that some girls or boys will not keep their commitments and not attend the meetings and for this reason groups can come apart

**Innovation:**
- New working methodology and tools testing
- Existing methodology and tools adaptation
- Involvement of new target groups.

**Transferability**
Any other geographical areas and for other types of population.

**Contact details**
- Missing persons’ families Support Centre
  - Žalgirio st. 133, LT-08217, Vilnius, Lithuania
  - Tel/Fax +370 5 248 33 73
  - E-mail: centras@missing.lt   Website: www.missing.lt
<table>
<thead>
<tr>
<th><strong>Chart No. 11</strong></th>
<th>Luxembourg</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Organisation/s</strong></td>
<td>Femmes en Détresse a.s.b.l.</td>
</tr>
<tr>
<td><strong>Name of Practice/Programme</strong></td>
<td>Ambulant assistance (The practice has not a formal name yet)</td>
</tr>
<tr>
<td><strong>Category</strong></td>
<td>Long Term Assistance and Socio-economic Inclusion in Origin/Destination/Third Countries</td>
</tr>
<tr>
<td><strong>Typology</strong></td>
<td>Assistance and social inclusion, vocational guidance and training/work insertion</td>
</tr>
<tr>
<td><strong>Period of implementation</strong></td>
<td>Since 2009</td>
</tr>
<tr>
<td><strong>Geographical area covered</strong></td>
<td>Luxembourg</td>
</tr>
<tr>
<td><strong>Background information</strong></td>
<td>Luxembourg’s anti-trafficking legislation was enacted only in 2009. As a result, the national anti-trafficking framework is still in the development process and, thus, several services and measures are still lacking.</td>
</tr>
<tr>
<td><strong>Target group/s</strong></td>
<td>Girls and women victims of human trafficking</td>
</tr>
<tr>
<td><strong>Objectives</strong></td>
<td>- Ambulant assistance to ensure flexible/individualised pre-departure assistance services to victims of human trafficking</td>
</tr>
<tr>
<td><strong>Activities</strong></td>
<td>- Needs assessment of victims identified and referred by the police - Accommodation - Short- and long-term assistance - Social assistance - Psychological counselling - Legal counselling - Healthcare assistance - Language mediation - Financial and material support - School and vocational guidance - Vocational training - Guidance on labour placement - Court attendance - Assisted voluntary return assistance The activities are provided within the framework of services aimed at women victims of domestic violence (called VISAVI)</td>
</tr>
<tr>
<td><strong>Methods and tools</strong></td>
<td><strong>Methods:</strong> - Direct contact with the victim - Needs assessment - Setting up the assistance interventions - Organising the plan of intervention - Psychological counselling - Meeting with other local anti-trafficking actors - Meeting with national anti-trafficking stakeholders - Networking</td>
</tr>
<tr>
<td><strong>Resources</strong></td>
<td>- 1 Social assistant - 1 Mobile phone - 1 Laptop Funding is provided by 100%: Government – Ministry for Equal Opportunities</td>
</tr>
<tr>
<td><strong>Results</strong></td>
<td>Individualised social and psychological support provided to victims of trafficking.</td>
</tr>
<tr>
<td><strong>Learning from the case</strong></td>
<td><strong>Strengths:</strong> - Individual assistance - Unlimited assistance support <strong>Innovation:</strong> - Implementation of a new service specifically targeting trafficked persons <strong>Weaknesses/Difficulties:</strong> - Anti-trafficking NGOs are still waiting to be officially accredited by the competent ministry - NGOs that are not accredited cannot carry out public activities targeting potential/presumed victims - NGOs are not allowed to officially identify trafficked persons - No lobbying activities are carried out - Poor public awareness on human trafficking - As a result, very few victims are identified</td>
</tr>
<tr>
<td><strong>Transferability</strong></td>
<td>This practice can be replicated in other geographical areas.</td>
</tr>
<tr>
<td><strong>Contact details</strong></td>
<td>Femmes en Détresse a.s.b.l. - Service VISAVI Address: 1, rue Duchscher, L-1424 Luxembourg Tel: 00352 – 490877; 00352 – 621 316 919 Fax: 00352 – 26 48 26 82 E-mail: <a href="mailto:traite.humains@visavi.lu">traite.humains@visavi.lu</a> Website: <a href="http://www.fed.lu">www.fed.lu</a></td>
</tr>
<tr>
<td>Chart No. 12</td>
<td>Romania</td>
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<tr>
<td><strong>Organisation/s</strong></td>
<td>ADPARE - Association for Developing Alternative Practices for Reintegration and Education</td>
</tr>
<tr>
<td><strong>Name of Practice/Programme</strong></td>
<td>Integrative assistance programme for the social inclusion of victims of trafficking – promoting cooperation with NGOs in the destination countries for an efficient case referral</td>
</tr>
<tr>
<td><strong>Category</strong></td>
<td>C</td>
</tr>
<tr>
<td><strong>Typology</strong></td>
<td>Long Term Assistance and Socio-economic Inclusion in Origin/Destination/Third Countries</td>
</tr>
<tr>
<td><strong>Geographical area covered</strong></td>
<td>Romania</td>
</tr>
<tr>
<td><strong>Background information</strong></td>
<td>Romania is mainly a source country for human trafficking, but it is also a transit and destination country. Romanian victims –adults and children– are trafficked internally and internationally. They are exploited for different purposes, especially in the Western countries. Due to the current economic crisis and lack of governmental funds, many anti-trafficking NGOs are working at reduced capacity or have changed their area of intervention. ADPARE adjusted its work to cover both victims in residential facilities and those generally living with family members or others. International and national referrals are part of a crucial process for safeguarding the victims, ensuring access to their rights, and providing prompt and timely assistance. Practice showed that victim referral could prove rather difficult, especially at the international level, since it involved lengthy complex procedures and a multitude of actors to the extent that victims were sometimes enmeshed in a system they did not understand. In some cases, victims were returned but not referred to any assistance provider in Romania or suddenly referred without any prior notification about their situation. In cases involving children, the decision to reintegrate them in the destination country was sometimes taken by the local provider without any direct contact and due assessment jointly carried out with the competent stakeholders of the origin country. Against this backdrop, ADPARE and anti-trafficking NGOs from the main destination countries (e.g. France, Sweden, Italy, Denmark, Spain, Germany) foster their partnership to improve victim identification, risk and needs assessment, psychological support, and preparation of voluntary assisted returns.</td>
</tr>
<tr>
<td><strong>Target group/s</strong></td>
<td>Direct beneficiaries: - Presumed and identified Romanian victims of domestic and international trafficking, both (mainly female) adults and children - To be voluntarily returned Romanian victims receiving pre-departure assistance in the destination countries</td>
</tr>
<tr>
<td></td>
<td>Indirect beneficiaries: - Family members of the direct beneficiaries in state of dependency (e.g. children, unemployed parents, physically impaired family members)</td>
</tr>
<tr>
<td><strong>Objectives</strong></td>
<td>To support trafficked persons to reintegrate into their origin country by: - Ensuring their protection and safety; - Building their emotional stability, self-representation, and independent living skills - Improving economic wellbeing and self-sustainability</td>
</tr>
</tbody>
</table>
Cooperation with NGOs of destination countries for pre-departure assistance by:
- Maintaining regular telephone calls and electronic information exchange with the case manager
- Providing support and information to the victim by telephone
- Gathering information on the victims’ whereabouts and family in Romania
- Mediating the victim-family relationship and updating them on the steps taken in the destination country
- Mediating the victims’ relationship with the staff shelter
- Identifying and assessing the reintegration options (either in the origin or in the destination country)
- Evaluating the risks associated to the voluntary assisted return
- Cooperating with relevant institutions in Romania for social assistance initiatives
- Maintaining consultation with the foreign referral agency for the implementation of comprehensive assistance after the victims’ return

Transit assistance to victims who joined a social inclusion programme in the destination country and go back to Romania to solve administrative issues and for those joining the programme in Romania and travelling to the destination country for police investigations, court hearings, etc.
- Collaborating with the foreign assistance provider to organise the victim’s travel and accompaniment
- Developing a plan of activities to help the victim to tackle their issues and cooperating with other actors
- Cooperating with a shelter for temporary residential assistance and meeting the victim’s basic needs
- Providing short-term psychological counselling or support before hearing sessions
- Providing information about the investigation and/or trial proceedings
- Maintaining communication with the victim and case manager

Accompaniment for voluntary return and long term assistance
- Setting up a team of ANITP and ADPARE professionals to ensure the victim’s safe transfer to the shelter or hometown.
- Providing material and financial assistance and advice on house management
- Providing social assistance and building community support
- Psychological assistance: individual counselling and art-therapy sessions; family counselling; victim-family mediation; counselling before and after medical examinations and police interviews/court sessions;
- Medical assistance: medical examinations and follow ups; treatment; family planning counselling; medical legal expertise costs coverage; medical insurance coverage; accompaniment to hospitals
- Educational assistance: school or vocational training enrolment, tutoring, supplies; informal education
- Legal assistance: counselling and representation in court, compensation claim support.
- Job reinserion: labour legislation information, CV editing, vocational counselling, job screening; equipment provision; small business start-up support; cooperation with local employment agencies.

Methods and tools

Methodology:
- Case management
- Involving the beneficiaries in designing their reintegration plan
- Tailored made assistance plan
- Weekly/bi-monthly meetings with the beneficiaries at the counselling centre
- Monthly follow-up with beneficiaries/families
- Regular follow-up with the ANITP Regional Centres for case monitoring
- Regular communication with the staff
- Communication with destination countries NGOs

Tools:
- Risk and needs assessment/re-assessment interviews
- Individual reintegration plan (objectives/activities/timeline)
- Narrative progress reports (initial/interims/final)
- Efficiency monitoring indicators (Nexus Institute)
- Case files
- Internal database

Resources

1 Case manager
2 Social assistants
1 Psychologist (trained in psychotherapy)
1 Psychologist (trained in education)
1 Accountant
3 volunteers

External collaborators:
2 NGOs with residential facilities; 1 state shelter
2 Private clinics
1 Psychiatrist
1 Lawyer

The programme is financed through: King Baudouin Foundation, OHCHR, French Embassy, IOM, foreign NGOs

Results

- Transit and long-term assistance to about 70 beneficiaries per year
- Increased national and international referrals of nationals trafficked abroad (around 35 cases per year since 2009)
- Increased collaboration with foreign assistance providers for assistance and return of victims
- Most beneficiaries referred to the ANITP for monitoring
- Consistent and uninterrupted assistance provided by service providers of destination countries and Romania
### Learning from the case

#### Strengths:
- Services cover most of the beneficiaries’ needs
- The programme can be implemented for up to 3 years
- Fast information exchange and easier victim return procedures
- Faster case referral process
- Direct contact with a home country NGO
- Collaboration between NGOs continues also after the victims’ return (follow-ups and information exchange)
- ADPARE as referral point for other assistance providers
- Mapping of Romanian service providers
- Informal cross-border network of service providers established

#### Weaknesses:
- Lack of financial support from the government
- No large shelter in Bucharest for long term assistance
- Increased case referrals rate v. reduced assistance capacity of service providers
- Allocated reintegration budgets do not cover the complex needs of the victims
- Need to enhance protection measures and regular risk assessment for beneficiaries reintegrated into their families
- Difficulties for victims to access their rights due to bureaucratic procedures and non-harmonised laws

### Transferability
The horizontal cooperation could be transferred and used to link other states of origin and destination.

### Mainstreaming
The practice is used in training programmes for social operators and other competent actors as well as and in University trainings.

### Contact details
- **Adpare**
  - 6 Alecu Russo street, building A, attic, district 2, Bucharest, Romania
  - Tel/Fax: +40 212 532 904;
  - E-mail: adpare@adpare.eu  Website: www.adpare.ro
**Chart No. 13**

<table>
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<tr>
<th><strong>Serbia</strong></th>
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</table>

| **Organisation/s** | Astra – Anti Trafficking Action (Astra – Akcija protiv trgovine ljudima) |
| **Name of Practice/Programme** | Astra Day Centre |
| **Category C** | Long-term Assistance and Socio-economic Inclusion in Origin/Destination/Third countries |
| **Typology** | Assistance and social inclusion |
| **Period of implementation** | Since 2007 |
| **Geographical area covered** | Belgrade |

**Background information**

Astra Day Centre was developed based on five years of experience in providing direct assistance to trafficked persons and the assessment of their needs and wishes. For many years, after identification, trafficked persons were either accommodated in shelters, state institutions, or returned to their families. Assistance programmes for those not accommodated in shelters or who left the shelters did not exist. Astra Day Centre targets all types of victims of trafficking, regardless of their gender, age, nationality, religion, or race. And it provides them with legal, medical, and psychological assistance for reintegration. Trafficked persons also receive professional trainings, support in returning to school, economic empowerment trainings, and psychophysical empowerment (self-help groups, yoga, psychodrama, sports activities, creative workshops). The basic purpose of Astra Day Centre is a coordinated implementation of preventive-educational activities for long-term post-traumatic treatment of trafficked persons. The approach is holistic, interdisciplinary, client-oriented, being followed by constant monitoring work. Presently, Serbia has no systematic trafficking prevention programme supported by the government, even if the number of identified victims of domestic trafficking is increasing. In the past few years, the beneficiaries have recognised the Centre as a safe place that offers various activities and opportunities for individual growth/development.

**Target group/s**

(Potential) Victims of trafficking in human beings

<table>
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<tr>
<th><strong>Objectives</strong></th>
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- To provide access to long-term assistance for the victims’ physical, psychological and social reintegration.
- To improve legal status of trafficked persons and ensure that their rights/interests are foreseen in the institutional procedures.
- To contribute to a durable social inclusion of trafficked persons and to avoid their re-trafficking.
- To prevent trafficking of potential victims.

**Activities**

- Legal aid: work contracts; legal representation of victims in civil and criminal proceedings.
- Psychological assistance: Psychotherapy provided by psychotherapists; psychiatrist; counselling by SOS consultants; Self-help groups, enabling clients to support and advice each other. Their aim is to create a social network, boost the members’ self-esteem, and increase the quality of life; psychodrama group therapy explores significant life events and relations impacting on the clients' personal and interpersonal development. The rules are: session continuity and confidentiality; good intention/mutual support; including new clients (with a 3 months duration).
- Medical assistance: providing treatment and medical care (general/specialised check-ups, treatments, medical therapy, lab analysis, HIV + STD testing, dental treatments); forensic medical examination. The services are offered on a signed Memorandum on Cooperation between Astra and a clinic.
- Tutoring: additional classes organised in Day Centre for clients continuing their education. These are 90-minute sessions, individual classes conducted by Astra consultants or experts.
- (Creative) workshops: aim to support clients’ creative expression by crafting jewellery/decorations. Other workshops include information and prevention on human trafficking.
- Socialising activities: contribute to developing cultural behaviour, engage clients in social events, help them to develop communication skills: visits to the theatre, cinema, museum, one-day field trips, self-defence programme, yoga and sports activities.
- Economic empowerment trainings: offered for obtaining basic skills and knowledge in the process of professional reinsertion (search, interviews, further education, and business establishment):
  - Courses for professional development and qualifications: high school education; specialised courses in addition to basic education.
  - Courses for acquiring additional skills: foreign languages and PC skills conducted at the Day Centre’s premises and/or in specialised schools.
  - Preparation for job seeking: clients receive information on job seeking, contacts of potential employers, practise job interviews, write CVs and motivation letters.
- POPCORN and “Relaxed” programme: informal gatherings, where clients spend time together, watch movies, use the library, cook, and use the Internet.

**Methodology**

Case managers and clients develop the individual reintegration plans, consisting in the description of victim's current situation in terms of: safety, health, psychological, legal status, family/housing situation, assistance provided by Astra and other organisations. The individual reintegration plan is done according to clients’ wishes/expectations granting them an active role in its development. Through regular feedback, clients are motivated to reach the goals in the plan, as the case manager has a clear picture of the progress. The systematic monitoring of the individual plan allows for the prompt adjustment of the focus of the reintegration plan. In the long run, this approach enables the correction of shortcomings and the implementation of a fully tailored made plan.

**Tools**

- Telephone calls/call sheet; interviews/interview sheet; individual plan sheet; monthly/6-month monitoring sheet/report
| Resources | - 1 Coordinator  
- 4 SOS Hotline operators  
- 4 Consultants  
- 2 Therapists  
- 1 Supervisor  
- Lawyers  
- Volunteers  
Funding by: 55% Sigrid Rausing Foundation; 15% Oak Foundation; 15% UN Trust Fund; 15% Save the Children Norway (as of 2011) |
| Results | Outcomes for final beneficiaries:  
- Improved status and recognition in legal/administrative procedures  
- Improved capacities to deal with PTSD consequences  
- Improved psychological and physical health  
- Improved living conditions and safety issues solved  
- Increased access to employment and economic empowerment. |
| Learning from the case | **Strengths:**  
- ASTR A Day Centre is recognized by (potential) beneficiaries and relevant institutions/organizations  
- Development of new methodology and tools  
- Informal method of tutoring (through playful activities)  
- Assistance work organised in accordance with individual reintegration plans developed with the participation of clients’ and based on their needs.  
**Innovation**  
- Activities are designed with the beneficiaries  
- New, innovative services, methodologies and tools – their design, testing, development, and implementation |
| Weaknesses/Difficulties | Factors negatively impacting on reintegration:  
- The quality, intensity and duration of assistance programmes  
- Levels of expertise and motivation of staff in institutions/organisations specialised in assistance,  
- Cooperation of all actors involved: establishing a network of collaborators, i.e. the referral system  
- General social climate – poverty and the lack of employment opportunities (unemployment rate is over 27%), thus it is very important to expand cooperation with the National Employment Service from the prevention aspect to cooperation in the area of direct victim assistance. ASTR A cooperates with youth cooperatives and has developed programmes to inform victims on job seeking and speeding up employment.  
- Labour discrimination and gender inequality preventing women to access the labour market: women are the first persons to lose their job during lay-offs and the last ones to be hired (women being mothers or pregnant are disadvantaged), pushing women to informal labour activities and making them vulnerable to suspicious offers.  
- Weak judiciary system: obstacle for the prosecution of trafficking cases and successful granting of damages claims.  
- Social environment – readiness/capacity of the environment to accept victims. The family/community are not informed and sensitive about human trafficking. Awareness should be raised about the violations of human rights experienced by victims and stereotypes (i.e. victims are “just prostitutes” or “criminals”) should be challenged. |
| Transferability | The practice can be replicated in other towns/regions/countries. |
| Contact details | ASTR A – Anti Trafficking Action  
Tel. +381 11 33 47 817 (24/7)  
Fax +381 11 33 47 817  
e-mail: astra@astra.rs ; sos@astra.rs  
website: www.astra.rs |
<table>
<thead>
<tr>
<th>Chart No. 14</th>
<th>Spain</th>
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</thead>
<tbody>
<tr>
<td><strong>Organisation/s</strong></td>
<td>Red Española contra la Trata de Personas (Spanish Network against Trafficking in Persons) - RECTP</td>
</tr>
<tr>
<td><strong>Name of Practice/Programme</strong></td>
<td>Coordination between the Office of the Public Prosecutor for Foreign Affairs and Some NGOs on behalf of the Spanish Network against Trafficking in Persons</td>
</tr>
<tr>
<td><strong>Category</strong></td>
<td>D</td>
</tr>
<tr>
<td><strong>Typology</strong></td>
<td>Other kind of intervention</td>
</tr>
<tr>
<td><strong>Period of implementation</strong></td>
<td>Since March 2008</td>
</tr>
<tr>
<td><strong>Geographical area covered</strong></td>
<td>Madrid</td>
</tr>
<tr>
<td><strong>Background information</strong></td>
<td>The international and EU legal instruments encourage Member States to collaborate with NGOs and other service providers in the identification, protection and assistance to trafficked persons. In spite of the legislation changes enacted in Spain in the last two years, NGOs have not granted the possibility to properly participate in the decision-making processes as to anti-trafficking issues. Also against this backdrop, one of the main RECTP’s objectives is to establish a dialogue with the main anti-trafficking institutions to improve the efficiency of policies and measures to prevent, protect and assist trafficked persons. In this context, the RECTP encouraged the practice to have periodic meetings with the Office of the Public Prosecutor for Foreign Affairs. The main purpose of such practice is to foster the effective implementation of the existing legislation and to improve the administrative practice, in order to avoid impunity and guaranteeing trafficked persons’ rights.</td>
</tr>
<tr>
<td><strong>Target group/s</strong></td>
<td>(Presumed) trafficked persons for any purpose of exploitation as indirect beneficiaries</td>
</tr>
<tr>
<td><strong>Objectives</strong></td>
<td>For the Office of the Public Prosecutor for Foreign Affairs, the main purpose of such collaboration is to gather relevant information from the field, in order to ensure the protection of trafficked persons’ rights and to improve the State anti-trafficking response. In addition, such coordination aims at establishing guidelines and good practices between the Delegates of the Prosecutor Office all over the Spanish territory. For the RECTP such collaboration means mainly the opportunity to report practical problems encountered in the daily work on behalf of trafficked persons, in order to advocate and lobby for improving and/or modifying existing legislations, policies and administrative practices.</td>
</tr>
<tr>
<td><strong>Activities</strong></td>
<td>Coordination</td>
</tr>
<tr>
<td><strong>Methods and tools</strong></td>
<td>Monthly meetings</td>
</tr>
<tr>
<td><strong>Resources</strong></td>
<td>- 5 representatives of NGOs on behalf of RECTP</td>
</tr>
<tr>
<td></td>
<td>- 1 Assistant of the Public Prosecutor Coordinator for Foreign Affairs</td>
</tr>
<tr>
<td></td>
<td>- 1 Delegate of the Public Prosecutor for Foreign Affairs in Madrid</td>
</tr>
<tr>
<td><strong>Results</strong></td>
<td>- Increased coordination in the fight against human trafficking and in the protection of and assistance to trafficked persons;</td>
</tr>
<tr>
<td></td>
<td>- Increased knowledge of NGOs regarding national anti-trafficking strategies and policies;</td>
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<tr>
<td></td>
<td>- Influenced decision-making processes;</td>
</tr>
<tr>
<td></td>
<td>- The Public Prosecutor Office closer to the practical concerns/difficulties/challenges trafficked persons and NGOs daily experience.</td>
</tr>
<tr>
<td><strong>Learning from the case</strong></td>
<td><strong>Strengths:</strong></td>
</tr>
<tr>
<td></td>
<td>- Exchange of ideas, perspectives, needs on trafficking-related issues</td>
</tr>
<tr>
<td></td>
<td>- Possibility for the NGOs to express their concerns and to be heard</td>
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<tr>
<td></td>
<td>- Possibility for the NGOs to suggest changes/modifications/improvements to the existing legislations/policies/practices</td>
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<tr>
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<td><strong>Innovation:</strong></td>
</tr>
<tr>
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<td>- “Institutionalisation” of the practice</td>
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<td></td>
<td>- Fluid and permanent communication and coordination among NGOs and a judicial institution</td>
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<td></td>
<td>- Fostering the implementation of similar forms of coordination among anti-trafficking NGOs and other relevant institutions.</td>
</tr>
<tr>
<td><strong>Transferability</strong></td>
<td>The practice of regular meetings can be implemented also in other geographical areas. The Office of the Public Prosecutor for Foreign Affairs has in fact decided to require its local delegations to adopt this practice by involving the local anti-trafficking NGOs. From the other side, daily coordination via phone among NGOs and the different Delegates of the Office is already functioning, in order to coordinate the actions and strategy in relation to specific trafficking cases the Delegates are in charge of.</td>
</tr>
<tr>
<td><strong>Contact details</strong></td>
<td>Red Española contra la Trata de Personas: <a href="http://www.redcontralatrata.org">www.redcontralatrata.org</a></td>
</tr>
<tr>
<td></td>
<td>Fiscal de Extranjería: <a href="http://www.fiscal.es/cs/Satellite?cid=1240559967657&amp;language=es&amp;pageName=PFiscal%2FPage%2FFGE_subHomeFiscalias">www.fiscal.es/cs/Satellite?cid=1240559967657&amp;language=es&amp;pageName=PFiscal%2FPage%2FFGE_subHomeFiscalias</a></td>
</tr>
<tr>
<td>Chart No. 15</td>
<td>Spain</td>
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<tr>
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<tr>
<td><strong>Organisation/s</strong></td>
<td>SICAR cat</td>
</tr>
<tr>
<td><strong>Name of Practice/Programme</strong></td>
<td>Coordination with the Regional Police (“Mossos d’Esquadra”) of the Autonomous Community of Cataluña</td>
</tr>
<tr>
<td><strong>Category</strong></td>
<td>D</td>
</tr>
<tr>
<td><strong>Typology</strong></td>
<td>Other kind of intervention</td>
</tr>
<tr>
<td><strong>Period of implementation</strong></td>
<td>Since 2009</td>
</tr>
<tr>
<td><strong>Geographical area covered</strong></td>
<td>Autonomous Community of Cataluña</td>
</tr>
<tr>
<td><strong>Background information</strong></td>
<td>In 2009 the Regional Police (“Mossos d’Esquadra”) of the Autonomous Community of Cataluña asked SICAR Cat to coordinate the first action together during the detection/identification process.</td>
</tr>
<tr>
<td><strong>Target group/s</strong></td>
<td>(Presumed) trafficked persons for the purpose of sexual exploitation</td>
</tr>
</tbody>
</table>
| **Objectives** | - To establish a contact with the (presumed) victim and to ensure his/her protection (Police Unit)  
- To ensure appropriate assistance, protection and support to trafficked persons (SICAR) |
| **Activities** | - Preparation of a joint police operation to coordinate and provide the necessary logistics (e.g. accommodation, organisation, translators, etc.)  
- Provision of full information about their rights, protection and future options by NGO professionals as soon as trafficked persons are detected and identified by Mossos d’Esquadra  
- Regular quarterly coordination meetings  
- Coordination and accompaniment of victims to court proceedings |
| **Methods and tools** | - Clear communication channel ensuring a fluid information exchange  
- Identification of partners to be involved in the coordination mechanism  
- A methodology based on the following steps: plan, deploy, check and adjust  
- Risk assessment reports  
- Regular monitoring and assessment of the coordination mechanisms |
| **Resources** | - SICAR cat staff  
- The staff of the Central Unit of Human Trafficking of Mossos d’Esquadra |
| **Results** | - Proper role division between NGOs professionals and police officers during the identification steps  
- Better quality interventions  
- Re-victimization avoided  
- Information and different professional viewpoints exchanged as to the challenges and difficulties in addressing human trafficking  
- Improved anti-trafficking strategies  
- Gathering, evaluation and assessment of best practices and their systematisation  
- Identification of bad practices and formulation of proposals to modify/correct them. |
| **Learning from the case** | **Strengths:**  
- Common goals and shared mission and vision in combating trafficking in human beings  
- Networking and joining efforts from different but complementary perspectives: persecution of crime and protection and assistance to victims  
- Creation of a space for dialogue, exchange of information and opinions from different professionals fields of work  

**Innovation:**  
- Joint planning and implementation of activities  
- Systematic information and views exchange |
| **Transferability** | The practice can be developed and implemented also by other law enforcement agencies in other geographical areas. |
| **Contact details** | SICAR cat  
Website: www.adoratrius.cat |
<table>
<thead>
<tr>
<th>Organisation/s</th>
<th>Accem, Amnesty International, APRAMP, AIETI, ACNUR/UNHCR, Caritas, CEAR, Confer, Federación de Mujeres Progresistas, Fundación Cruz Blanca, Cruz Roja Española, IEPALA, Médicos del Mundo, Mujeres en Zona de Conflicto, IOM, Proyecto Esperanza, Red Cántabra contra el tráfico de personas y la explotación sexual, Save the Children, Fundación Tierra de Hombres, Villa Teresita, Women’s Link Worldwide, Xarxa Catalana sobre la trata de personas</th>
</tr>
</thead>
<tbody>
<tr>
<td>Category D</td>
<td>Other kind of intervention</td>
</tr>
<tr>
<td>Typology</td>
<td>Networking for improving the political, economic, social, and legal structures, as well as to foster the effective implementation of the existing anti-trafficking legislation to protect the trafficked persons’ rights</td>
</tr>
<tr>
<td>Period of implementation</td>
<td>Since 2006</td>
</tr>
<tr>
<td>Geographical area covered</td>
<td>Spain</td>
</tr>
<tr>
<td>Background information</td>
<td>The creation of the RECTP derives from the need to put together perspectives, expertise and good practices, as well as to work in cooperation to improve the assistance to and the protection of trafficked persons. It also intends to join and coordinate efforts to advocate and influence the national anti-trafficking policies.</td>
</tr>
<tr>
<td>Target group/s</td>
<td>(Presumed) trafficked persons for any purpose of exploitation</td>
</tr>
</tbody>
</table>
| Objectives | - Contributing to the elaboration of proposals and strategies to fight human trafficking as well as their subsequent evaluation;  
|             | - Encouraging the effective and appropriate implementation of the existing legislation, as well as the improvement of the practice, in order to ensure the protection of trafficked persons’ rights;  
|             | - Advocating and lobbying for legislative reforms;  
|             | - Establishing a dialogue with the main institutions engaged in the anti-trafficking field to improve the efficiency of policies and measures to prevent, protect and assist trafficked persons;  
|             | - Fostering the coordination with other anti-trafficking networks and organisations to achieve the RECTP’s goals. |
| Activities | RECTP carries out its activities throughout three Working Groups (WG):  
|             | • WG on identification and referral of trafficked persons: This group works for improving the protection of trafficked persons through proper identification, referral, assistance, and redress, with the purpose to advance the existing anti-trafficking policies and procedures and, eventually, to support their standardised adoption by the competent authorities.  
|             | • WG on advocacy: This group is responsible for informing the governmental bodies about the RECTP’s concerns as to the protection of trafficked persons and especially for encouraging the implementation of a human rights-centred anti-trafficking legislation. The group also advocates for the adoption of necessary reforms and the transposition of the EU legislation and other international instruments on the matter into the Spanish legal framework.  
|             | • WG on awareness-raising: It disseminates information on the RECTP’s activities and raises awareness of the Spanish society on human trafficking and challenges to counteract it. |
| Methods and tools | - Periodic WGs meetings  
|                 | - 3 meetings of the RECTP’s Assembly a year |
| Resources | 22 NGOs directly and indirectly working in the anti-trafficking field |
| Results | - The Spanish Government ratified the Council of Europe Convention on Action against Trafficking in Human Beings strongly advocated RECTP (2006)  
|          | - Drafting and publication of the Guidelines on Identification and Referral of Trafficked Persons  
|          | - Coordination with the Office of the Public Prosecutor for Foreign Affairs, throughout monthly meetings;  
|          | - Legal proposals on trafficking-related issues eventually incorporated into several instruments (e.g. National Action Plan against Trafficking for the Purpose of Sexual Exploitation; Immigration Law and its Regulation; National Protocol on the Protection of Trafficked Persons) |
| Learning from the case | Strengths:  
|          | - The participation of 22 NGOs and IOs specialised on different issues related to human trafficking enhanced the quality and the extent of the RECTP’s activities;  
|          | - The network has been acknowledged as a “reference point” on human trafficking issues at the national level;  
|          | - Creation of local networks that joined/will join the RECTP, in order to strengthen the fight against trafficking, the protection, and the assistance of victims at the local level. |
|          | Innovation:  
|          | - Network based on the will and commitment of the organisations involved, operating without specific funding; |
| Weaknesses/Difficulties | The lack of a person specifically appointed to coordinate the RECTP activities sometimes hamper smooth communication and information exchange among RECTP’s members. |
| Transferability | The practice developed can be transferred also in other geographical areas of the Spanish territory. Currently, similar networks have been implemented or are to be implemented in other Autonomous Communities:  
|          | - “Xarxa Catalana sobre la trata de personas” in Catalonia (this network is part of RECTP)  
|          | - “Red Cántabra contra el tráfico de personas y la explotación sexual” in Cantabria (this is part of the RECTP)  
|          | - Creation of “Antena Sur” in Andalucía is ongoing. |
| Contact details | Red Española contra la Trata de Personas  
<p>|                | Website: <a href="http://www.redcontralatrata.org">www.redcontralatrata.org</a> |</p>
<table>
<thead>
<tr>
<th>Organisation/s</th>
<th>Human Resource Development Foundation (HRDF)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Name of Practice/Programme</td>
<td>Victim Assistance Program - Istanbul Shelter</td>
</tr>
<tr>
<td>Category B</td>
<td>Identification, First protection</td>
</tr>
<tr>
<td>Typology</td>
<td>Easy accessible services like emergency shelter, legal counselling, social and psychological support</td>
</tr>
<tr>
<td>Period of implementation</td>
<td>Since 2004</td>
</tr>
<tr>
<td>Geographical area covered</td>
<td>Istanbul</td>
</tr>
<tr>
<td>Background information</td>
<td>Turkey is mostly a destination country for persons trafficked mainly for sexual exploitation. Most victims come from East Asian countries. HRDF plays an important role in Turkey’s anti-trafficking efforts by carrying out the “Victim Support Programme”. The Istanbul Shelter is an emergency shelter where trafficked women are referred to once identified and granted the victim status by the law enforcement agencies. Women stay in the shelter until they are returned to their home country by IOM. The shelter can accommodate up to six women. Since its establishment, the Istanbul Shelter has provided services to about 500 women.</td>
</tr>
<tr>
<td>Target group/s</td>
<td>Foreign trafficked women, mainly from Ukraine, Moldova, Russia, Kyrgyzstan, Uzbekistan, and Turkmenistan.</td>
</tr>
</tbody>
</table>
| Objectives                          | - To provide safe, clean accommodation to victims  
- To provide information on their status, rights, options as to social, health, legal, and administrative issues  
- To provide psychological counselling  
- To provide health check-ups  
- To assist their return process |
| Activities                          | - Health counseling and health service support: assisted women are provided with health counseling on violence against women, sexual violence, STDs, and possible treatments. Upon their consent, assisted women are accompanied to state hospitals to receive health care.  
- Psychological support: a psychologist meets with every woman at least once during her stay in shelter and carries out a psychological assessment. Eventually, a plan is developed, taking into consideration the possible length of stay in shelter. If necessary, the referral to a psychiatrist is organised. Group sessions are also conducted. In addition, burn-out seminars are provided to the shelter staff.  
- Legal and administrative support: Verbal and written legal information is given on their rights in Turkey, including the right not to be deported and repatriated and the right to apply for a six-month-residence permit (called humanitarian visa). Official letters are written with the women to relevant state authorities.  
- Social support: free time activities are organised (e.g. trinket design courses, sightseeing, shopping). |
| Methods and tools                   | Methodology:  
- Direct assistance  
- Psychological stabilisation  
- Human rights-centred counselling |
|                                    | Tools:  
- Multilingual (Russian, Turkish, English)  
- Leaflets on legislation, health promotion, available social and health services  
- Interviews, interview sheet |
| Resources                           |  
- 1 Programme coordinator  
- 1 Shield manager  
- 2 Shelter counsellors  
- 1 Part-time psychologist  
- 1 Part-time doctor  
- 1 Part-time trinket design trainer |
|                                    | Funding: from different resources each year, the percentage of state funds increased in the recent years. |
| Results                             | - Emergency accommodation needs are met  
- Emergency health needs are covered  
- Psychological stability is obtained  
- Increased awareness on foreigners’ rights and status  
- Access to social assistance |
| Learning from the case              | - Increased knowledge on trends of migration flows to Turkey  
- Increased knowledge on specific circumstances and needs of different target groups  
- Increased knowledge on the ever-changing operational modes of traffickers  
- Improved expertise on how to run a shelter  
- Developed capacity to deal with government officers on trafficking-related issues  
- Increased cooperation with international organisations engaged in the anti-trafficking field  
- Identified gaps and problems of state-based services provided to the target groups |
| Transferability                     | The practice developed can be replicated in other geographical areas. HRDF has provided technical support and trainings for the establishment of another shelter for victims of trafficking in Turkey. |
| Mainstreaming                       | Istanbul Shelter is the first anti-trafficking shelter in Turkey. After seven years of implementation, the government acknowledged that shelters are indispensable parts of the National Plan to Combat Human Trafficking and decided to use the model of the Istanbul Shelter to open new shelters and asked the staff to train professionals for new to-be-opened shelters. |
| Contact details                     | Human Resource Development Foundation (HRDF)  
Yenicarsi Cad. 34, Beyoglu-Istanbul - 34425 Turkey  
Tel.: 0090 212 293 16 05    Fax: 0090 212 293 10 09  
E-mail: ikgv@ikgv.org      Website: www.ikgv.org |
<table>
<thead>
<tr>
<th>Chart No. 18</th>
<th>Italy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Organisation/s</td>
<td>Associazione On the Road</td>
</tr>
<tr>
<td>Name of Practice/Programme</td>
<td>Indoor outreach unit (Unità mobile indoor)</td>
</tr>
<tr>
<td>Category</td>
<td>B Identification, First protection</td>
</tr>
<tr>
<td>Typology</td>
<td>Low threshold services and health prevention</td>
</tr>
<tr>
<td>Period of implementation</td>
<td>Since 2003</td>
</tr>
<tr>
<td>Geographical area covered</td>
<td>Marche and Abruzzo towns (Central Italy): Porto S. Giorgio, Fermo, Sant’Elpidio a Mare, Porto Sant’Elpidio, Civitanova Marche, Val Vibrata-Vallata del Tronto, Pescara, Montesilvano, Silvi Marina, Francavilla al Mare</td>
</tr>
<tr>
<td>Background information</td>
<td>In the last few years, many changes occurred in the scenarios of prostitution and trafficking for the purpose of sexual exploitation in the local areas where Associazione On the Road works. Such phenomena significantly increased and the features of both outdoor and indoor coerced and free prostitution considerably changed. Furthermore, a repressive immigration policy and the alarm produced by a bill proposal banning street prostitution contributed to move a notable percentage of street prostitutes into indoor premises. This change weakens their position making them more vulnerable, exploitable, and less reachable by the outreach workers. In order to reach out to them and provide support and assistance, Associazione On the Road developed a new service, i.e. the indoor mobile unit. The latter is performed within the framework of the harm reduction and anti-trafficking actions carried out by On the Road in collaboration with local municipalities and the Social assistance and integration Programme provided by the Immigration law (D.Lgs. 286/98), co-funded by the Italian Department for Equal Opportunities.</td>
</tr>
<tr>
<td>Target group/s</td>
<td>Prostitutes, victims of trafficking: mainly female and foreign (Eastern European and South American nationals)</td>
</tr>
<tr>
<td>Objectives</td>
<td>Provide information on social, health, and legal issues to the target in order to:  - Raise their awareness  - Identify cases of exploitation and trafficking  - Grant support and assistance  - Improve harm reduction behaviours for the benefit of the target and the local community</td>
</tr>
<tr>
<td>Activities</td>
<td>- Observation and mapping out: search of phone numbers/chat-lines/e-mail addresses in newspaper/magazines/websites; first telephone contact as a false client to obtain information (sexual services provided, use of condoms, prices, addresses or working area...); creation and updating of a database with information gathered  - Direct contact and visit, and needs assessment: phone call as a social worker, explanation of the NGO’s work and offer of help (e.g. medical examinations and visits, legal counselling, etc.); offer to meet either in the place where the person works or lives or in a “neutral” place (bar, commercial store, etc.);  - Social, health, legal, and psychological counselling, and needs assessment: meeting the person in a place s/he chooses; making sure it is safe for both social workers and the assisted persons; provide multilingual information material on HIV and other sexually transmitted diseases, local social and health services, legal issues; inviting the person to visit the NGO’s drop-in center or other meeting points where s/he can talk with a lawyer, a psychologist, a social worker, or a cultural mediator.  - Protect, referral, and first assistance of trafficked persons: the outreach workers provide full information about the protection programme and offer the presumed trafficked person to join it.</td>
</tr>
<tr>
<td>Resources</td>
<td>- 1 Coordinator/operator  - 4 Operators  - 1 Nigerian intercultural mediator  - Volunteers  - 1 Supervisor  - 1 Car  - Mobile/landline phones  - Office/drop in centre  Funding provided by: 70%: Government – Italian Department for Equal Opportunities 30%: Marche, Abruzzo, and Molise Regione, Provinces of Ascoli Piceno, Teramo, Macerata, Pescara, Municipalities of Pescara and Francavilla al Mare.</td>
</tr>
<tr>
<td>Results</td>
<td>- Increased awareness of final beneficiaries on rights and duties and available opportunities  - Adoption of harm reduction behaviours on the part of free and coerced prostitutes  - (Greater) Access to local social and health services by free and coerced prostitutes  - Access to social assistance and integration schemes for trafficked persons  - Social and labour inclusion of trafficked persons in the local or other geographical areas  - Strengthening of the local network of service providers and agencies engaged in the fight against sexual exploitation and trafficking in human beings.</td>
</tr>
<tr>
<td>Learning from the case</td>
<td>Strengths:</td>
</tr>
<tr>
<td>-----------------------</td>
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</tr>
<tr>
<td></td>
<td>Contact with a new segment of the target group generally assisted</td>
</tr>
<tr>
<td></td>
<td>Acquisition of knowledge on indoor prostitution/sexual exploitation/trafficking</td>
</tr>
<tr>
<td></td>
<td>Development of new methodology and tools</td>
</tr>
</tbody>
</table>

| Transferability | The practice developed can be replicated in other geographical areas. |

| Mainstreaming | The indoor outreach unit is a structural part of On the Road’s activities funded by local authorities and central institutions as part of their social policies to fight trafficking and to promote the social and health well-being of prostitutes and citizens. |

<table>
<thead>
<tr>
<th>Contact details</th>
<th>Associazione On the Road</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Via delle Lancette, 27-27A - 64014 Martinsicuro (TE), Italy</td>
</tr>
<tr>
<td></td>
<td>Tel. +39 0861 766666 – 762327 Fax +39 0861 765112</td>
</tr>
<tr>
<td></td>
<td>E-mail: <a href="mailto:mail@ontheroadonlus.it">mail@ontheroadonlus.it</a> Website: <a href="http://www.ontheroadonlus.it">www.ontheroadonlus.it</a></td>
</tr>
</tbody>
</table>
Germany

**Organisation/s**
KOOFRA e. V., Coordination Centre against Trafficking in Women

**Name of Practice/Programme**
Counselling, including care and psychosocial support, provided by cultural mediators

**Category B**
Identification, First protection

**Typology**
First protection

**Period of implementation**
Since 1999

**Geographical area covered**
Hamburg and places of origin/destination in cases of long-distance counselling via phone, mail or postage.

**Background information**
Information, counselling, and support provided by carers coming from the same country and speaking the same language of the assisted persons (i.e. cultural mediators) is crucial for several reasons:
- Not speaking German and not being familiar with German regulations and laws can lead to feeling powerlessness and result into a limited capacity to act. Counselling in the mother tongue eliminates the “speechlessness” and enables the assisted person to verbalise thoughts and problems.
- Counselling assisted persons in their native language by cultural mediators from their own country avoid misunderstandings.
- Sharing the same national cultural background allows the cultural mediators to be fully aware about the living and social features of the country of origin of the assisted person. It also contributes to develop mutual understanding.
- Counselling in the mother tongue makes it easier to develop a relation of trust between the cultural mediator and the assisted persons.
- Counselling by cultural mediators speaking the same language channels the idea that migrants can stand their ground in Germany. Consequently, assisted persons can overcome fears and gain confidence in their situation.

**Target group/s**
Trafficked women

**Objectives**
- To support and stabilise trafficked women
- To inform them about their rights and future opportunities
- To empower them to make self-determined decisions about testifying or not against their traffickers

**Activities**
- Social counselling
- Psychological support
- Legal counselling
- Accompaniments to the social and immigration services
- Accompaniment to the healthcare services

**Methods and tools**
- The cultural mediators work on demand, get work orders, give regular reports to and get feedback from the office
- Evaluation questionnaires filled in by the assisted women at the beginning and the end of a counselling session
- Regular training for cultural mediators (at least twice a year) on, inter alia, intercultural and psychological counselling skills when working with traumatised women, basic knowledge of laws.
- Monthly team meetings to discuss about the cases and share information and know how about political developments and human trafficking-related issues.

**Resources**
- 2 Project coordinators
- A team of cultural mediators
- 1 external case supervisor
- Office
- Landline/mobile phones

**KOOFRA is largely financed by the Free Hanseatic State of Hamburg**

**Results**
good experiences working with cultural mediators

**Learning from the case**
**Strengths:**
- Provide professional care in the language spoken by the assisted women
- Shorten the time needed to build a relationship of trust between a carer and the assisted person
- Convey positive image about the social and labour inclusion of migrants in Germany

**Difficulties:**
- To secure funding to ensure the services provided by the team of cultural mediators.
- The assisted women’s needs are complex and have changed in the last years.
- We had to limit the work of the carers recently, as the demand rose, which made it very hard to secure a responsible counselling. We are trying to secure the needed finances.

**Transferability**
The practice can be replicated in other geographical areas.

**Contact details**
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Tel: +49-(0)40-67 999 757  Fax: +49-(0)40-67 999 758
E-mail: info@koofra.de  Website: www.koofra.de
<table>
<thead>
<tr>
<th><strong>Organisation/s</strong></th>
<th>NAHTAZ - Network against Human Trafficking in Azerbaijan</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Name of Practice/Programme</strong></td>
<td>“We are stronger together”</td>
</tr>
<tr>
<td><strong>Category A</strong></td>
<td>Prevention, Training and Research</td>
</tr>
<tr>
<td><strong>Typology</strong></td>
<td>Information and awareness campaigns</td>
</tr>
<tr>
<td><strong>Period of implementation</strong></td>
<td>Since 2009</td>
</tr>
<tr>
<td><strong>Geographical area covered</strong></td>
<td>Azerbaijan</td>
</tr>
</tbody>
</table>

**Background information**
Since 2010, the Network implemented projects on identifying victims of trafficking in human beings and forced labor, protection of women and children from violence, providing long-term legal assistance to potential human trafficking victims and detected/identified victims, carrying out legal research, and representation of trafficked persons during legal proceedings. Information and awareness campaigns represent one of the core activities carried out by Nahtaz for developing and distributing educational materials, with the aim to increase the understanding of the phenomenon of trafficking and on the realities of migration, as well as to raise awareness on available preventive support mechanisms among secondary school and universities students, their teachers, and parents through and within the local educational institutions. Through a specifically developed training module, teachers are trained to evaluate the risks of trafficking so that they are trained to train other teachers and students (aged 15 to 25).

**Target group/s**
Students, teachers

**Objectives**
- To raise awareness
- To increase the knowledge and the experience of teachers and students

**Activities**
- Organisation of trainings for trainers (teachers)
- Organisation of trainings for students
- Preparation of special training modules and handout materials.

**Methods and tools**
- Interaction
- Verbal communication
- Role playing
- Networking

**Resources**
30 Trainers
8 Volunteers

**Results**
- More than 100 students trained
- Cooperation created between the different schools, universities and teachers from different regions
- Preparation of specific training modules

**Learning from the case**
- Schools and universities are the best spaces to raise public awareness
- Involvement of schools' and universities' staff members

**Transferability**
The project will be implemented in other regions of Azerbaijan

**Contact details**
NAHTAZ - Network against Human Trafficking in Azerbaijan
Tel + 99450 3388072  + 99412 4327625   Fax  + 99450 3388072
E-mail ayafe@box.az   Website www.nahtaz.org    www.ayafe.com
1. How has your NGO been involved in managing a transnational cooperation case together with other NGOs (and other organisations/institutions) settled in other countries to support a victim of trafficking? What was the specific need to be addressed (e.g. voluntary and assisted return; contacts with the family in the origin country; etc.)?

ADPARE works since 2003 in the field of assistance and protection for national and foreign trafficked persons. Throughout the years, ADPARE has developed strong cooperation links with some anti-trafficking NGOs of the main destination countries, including Sweden, Denmark, France, Italy, Spain, Germany, Great Britain, and Belgium. It is a non-formalised cooperation set up to fasten case referral and provide safe assistance opportunities, either in the origin or in the destination countries. The collaboration usually targets:
- Case referral and risk & needs assessment; information on assistance initiatives in the destination country and legal rights; psychological support by phone; family tracing, contact, and mediation; submission of social enquiries and family evaluation to key actors;
- Case identification, i.e. information gathering on victims with no papers, mentally challenged, etc.;
- Data exchange to organise the voluntary assisted return or the social and labour inclusion programme in the destination country;
- Planning the individual reintegration plan with the NGO in the destination country and the assisted person. In some cases, internal case referral in Romania is also considered;
- Transit assistance (2-3 weeks) to victims reintegrated into the destination countries returning to Romania to fulfill given formalities (e.g. ID renewal; social status clarification; child custody; family reunification abroad);
- Organisation of travels for victims required to return to the destination countries for court hearings or judicial proceedings;
- Information exchange for case monitoring and follow-up.

The case hereafter described concerns the assisted voluntary return of a country national.

2. Background information on the victim

Gender: □ Male □ Female □ Transgender
Age: □ Adult □ Minor
Type of exploitation: □ Sexual services □ Forced marriage □ Servitude for debts □ Forced labour
Other: The victim was invited by a friend, who arranged the kidnapping with the trafficking network, by inviting her to go to a club in a nearby town.

How was the person recruited? □ Friend □ Acquaintance □ Spouse □ Relative □ Newspaper ad □ Kidnapped

What was the victim proposed? □ Job promise □ Invitation abroad □ Marriage promise □ Was forced

3. How did you get in touch with the victim (or with the case)?

The victim was referred by e-mail by a partner NGO from a destination country.

4. What were the problems and obstacles faced?

The reintegrative process in the destination country was not an option, as the victim utterly expressed the need to return to her family. Yet, several challenges were identified:
- The trafficking network knew the address of the family as they were living nearby;
- The network had been building up the victim's family and threatened her sister;
- No residential facility was available in the victim's area of origin;
- The family was supportive but had insufficient resources (no electricity, no running water, small house; ineligible for state social support);
- Very few professional opportunities available in the origin area.

5. Which national, local or international authorities/agencies (if any) have been involved in the process, with which role and responsibilities?

Once contacted by the foreign NGO, ADPARE signalled the case to the Regional Centre of the National Agency Against Trafficking in Persons (NAATIP) to request a social enquiry and the family assessment to the State Social Assistance Department. The documents were translated and forwarded by ADPARE to the foreign NGO. The data package was forwarded by ADPARE to the Central Unit of NAATIP together with the request of collaboration to organise the victim's accommodation from the airport to the ADPARE transit shelter. The information exchange involved the judicial authorities of the destination country, the foreign NGO, ADPARE, NAATIP, and the Romanian authorities (process duration: 2 months).

6. How were the problems and obstacles dealt with? Were they overcome or not? In which way? Which procedures have been adopted? Were they already in place or have they been defined specifically for the case? Please also provide a description of the steps of the intervention with the involved agencies/professionals.

The obstacles strictly referred to the assistance and protection measures to be implemented for ensuring the victim’s safety:
- The victim was included in a two-week residential assistance programme implemented by ADPARE with NGO Pro Women’s Dignity Commission.
- Eventually, the victim moved to a non-residential facility and visited the counselling centre twice a week for psychological, financial, budget management, social, and medical assistance.
- The victim received vocational counselling and was supported in her search for a safe job.
- ADPARE contacted the victim's family to discuss the programme and the need to keep confidentiality over their daughter;
- ADPARE met with the victim's brother in a neutral location for relationship mediation; programme and emergency help explanation.
- The Regional NAATIP Centre monitored the case.
- The Police Organised Crime Unit provided protection measures for the victim's family.
- Case monitoring and follow-up reports were regularly sent to the NGO in the destination country.
- The foreign NGO provided updates on the trial and cooperated with ADPARE to organise a safe trip to the destination country for court hearings.

7. How did you manage to collaborate with the other organisations? Do you share a protocol of intervention, a set of shared procedures?

No formal protocol was signed between ADPARE and the foreign NGO but the timely cooperation and common assistance approach contributed to promptly act, gather adequate information, and intervene. The NGOs used data gathering and intervention assessment tools developed by IOMs. The cooperation procedures were consistent with the national requirements of both countries. In Romania, the intervention protocol was compliant with the National Identification and Referral Mechanism and the National Standards for Trafficked Victims Assistance Provision.

8. If you were not directly in touch with the trafficked person, how did you assess her/his real conditions and will/wishes?

The foreign NGO put ADPARE in contact with the victim through bi-monthly telephone sessions. The victim could discuss assistance options, doubts, and concerns; and receive support in her native language. These sessions contributed to reduce her anxiety, increase her adherence to the programme in the destination country, and elaborate a coherent programme in Romania.

9. Which procedures did you implement to protect the privacy of the trafficked person, in exchanging information with your partners?

ADPARE obtained the victim's verbal consent to exchange data about her trafficking story, needs, and risks with the team responsible for organising her return and assistance. In other cases, depending on the victim's situation or procedures involved, a written consent is required. Confidentiality is a priority, so data is shared only with the stakeholders concerned. Only upon the victim's request, information – especially about the form of exploitation suffered – is undisclosed to the family, whereas no information is disclosed within the origin community.

Successful procedures:
- Cross-border cooperation between NGOs;
- NGO-NAATIP cooperation for effective assistance;
- Lack of financial resources to cover travel costs for the victim and her escort during the court proceedings (costs entirely covered by the foreign NGO);
- Difficult job reinsertion process of the victim due to her young age, no prior working experience; the country's economic crisis.

10. Please provide a description of successful procedures (what worked) and of unsuccessful procedures (what did not work) in the case (or cases) you choose to describe

- Narrative Report describing the assistance activities implemented in the two countries, family background, health history, case progress;
- Assistance needs document and Individual Reintegration Plan (inputs provided by the destination country NGO to avoid overlapping of activities).

11. Please provide a description of tools you possibly used to implement the procedures

- Judicial authorities of the destination country, the foreign NGO, ADPARE, NAATIP, and the Romanian authorities (process duration: 2 months).
- The victim was included in a two-week residential assistance programme implemented by ADPARE with NGO Pro Women's Dignity Commission.
- Eventually, the victim moved to a non-residential facility and visited the counselling centre twice a week for psychological, financial, budget management, social, and medical assistance.
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11. What is needed and which are your recommendations in order to further improve transnational cooperation in assisting trafficked persons?

<table>
<thead>
<tr>
<th>Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Clear, operational procedures; compliant with the national legal frameworks of all countries involved;</td>
</tr>
<tr>
<td>- Avoiding complex, lengthy procedures; the case referral should be done at least one month before the victim's return;</td>
</tr>
<tr>
<td>- Being open to cooperation, trusting the available assistance and protection services in the origin countries (some referrals/returns are never made due to the lack of confidence in the competence of actors in the origin countries).</td>
</tr>
</tbody>
</table>
### Organisation: ALC

**Country:** France

1. How has your NGO been involved in managing a transnational cooperation case together with other NGOs (and other organisations/institutions) settled in other countries to support a victim of trafficking? What was the specific need to be addressed (e.g. voluntary and assisted return; contacts with the family in the origin country; etc.)?

ALC manages the national network for the protection of victims of trafficking in France, called “Ac.Sé”. It links 50 shelters all over the French territory with 20 specialised NGOs. Through the hotline service, Ac.Sé gets in contact with professionals who need information or support in assisting trafficked persons in France or in other countries. Case: Identifying a victim of trafficking in Germany and helping her to benefit from protection and assistance.

2. Background information on the victim

<table>
<thead>
<tr>
<th>Gender</th>
<th>Age</th>
<th>Type of exploitation</th>
</tr>
</thead>
<tbody>
<tr>
<td>□ Male</td>
<td>□ Adult</td>
<td>☐ Sexual services</td>
</tr>
<tr>
<td>□ Female</td>
<td>□ Minor</td>
<td>☐ Forced marriage</td>
</tr>
<tr>
<td>□ Transgender</td>
<td></td>
<td>☐ Servitude for debts</td>
</tr>
<tr>
<td></td>
<td></td>
<td>☐ Forced labour</td>
</tr>
<tr>
<td></td>
<td></td>
<td>☐ Forced begging</td>
</tr>
<tr>
<td></td>
<td></td>
<td>☐ Forced illegal activities</td>
</tr>
</tbody>
</table>

   - How was the person recruited?
   - What was the victim proposed?

<table>
<thead>
<tr>
<th>How was the person recruited?</th>
<th>What was the victim proposed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>☐ Friend</td>
<td>☐ Job promise</td>
</tr>
<tr>
<td>☐ Acquaintance</td>
<td>☐ Invitation abroad</td>
</tr>
<tr>
<td>☐ Spouse</td>
<td>☐ Marriage promise</td>
</tr>
<tr>
<td>☐ Relative</td>
<td>☐ Was forced</td>
</tr>
<tr>
<td>☐ Kidnapped</td>
<td></td>
</tr>
<tr>
<td>☐ Other</td>
<td></td>
</tr>
</tbody>
</table>

3. How did you get in touch with the victim (or with the case)?

A French NGO assisting persons in prostitution contacted Ac.Sé Network for a victim located in Germany. The social workers were informed by one of their beneficiaries that her sister was a victim of human trafficking in Germany.

4. What were the problems and obstacles faced?

The person was imprisoned in a brothel in Germany. She did not have any possibility to escape or ask for help; she was not allowed to use a phone. Her only resource was another woman involved in prostitution who offered her help. This woman called the victim’s sister in France.

First difficulty: absence of direct contact with the victim. The sister living in France initiated the contact between Ac.Sé and the woman who could speak with the victim. Second difficulty: Ac.Sé did not have a partner NGO in the German town where the victim was held.

5. Which national, local or international authorities/agencies (if any) have been involved in the process, with which role and responsibilities?

Ac.Sé network contacted the French Central Office for the Repression of Trafficking in Human Beings (OCRTEH). The latter contacted the German Police, informed them about the situation and helped them with the case assessment.

6. How were the problems and obstacles dealt with? Were they overcome or not? In which way? What procedures have been adopted? Were they already in place or have they been defined specifically for the case? Please also provide a description of the steps of the intervention with the involved agencies/professionals.

Through the sister living in France, Ac.Sé Network managed to get in touch with the victim’s friend and gather some information about the situation, the brothel, and the trafficker’s car license plate. Ac.Sé, OCRTEH, and the German Police worked together to facilitate a Police raid in the brothel. The trafficker was able to escape with the woman. They were eventually found and stopped in Austria because their descriptions and the trafficker’s car license plate had been issued to all police stations in Europe. The German Police referred the woman to an NGO assisting victims of trafficking. She then had access to protection and social assistance. The relations between the Ac.Sé Network and OCRTEH were key to provide support to the victim in spite of the absence of direct partners in Germany. International cooperation between the French and German police was essential. This case showed the difficulties of identifying victims who are out of sight, as no professional was able to be in direct contact with the victim. Thanks to this evaluation, this situation has been considered important and urgent; the different agencies and professionals were able to trust and support each other.

7. How did you manage to collaborate with the other organisation(s)? Do you share a protocol of intervention, a set of shared procedures?

No protocol was used for this case.

8. If you were not directly in touch with the trafficked person, how did you assess her/his real conditions and will/wishes?

The conditions and the wishes of the victim were assessed through the direct contacts with her sister and her friend.

9. Which procedures did you implement to protect the privacy of the trafficked person, in exchanging information with your partners?

ALC used its standard procedure, i.e. never mentioning the full personal details but providing only the trafficked person’s last name.

10. Please provide a description of successful procedures (what worked) and of unsuccessful procedures (what did not work) in the case (or cases) you choose to describe. Include a description of the steps of the intervention with the involved agencies/professionals.

What worked: Relations and full trust between partners; cooperation between NGOs and law enforcement agencies; ability to react fast; evaluation.

What did not work: This case did not result into the establishment of a partnership with NGOs in Germany.

11. Please provide a description of tools you possibly used to implement the procedures (e.g. data sheet about the trafficked person; template about the trafficked person’s story etc.)

- Identification template
- Risk assessment template

12. What is needed and which are your recommendations in order to further improve transnational cooperation in assisting trafficked persons?

It is important to develop and formalise clear and steady partnership between NGOs and between NGOs and law enforcement agencies.
### Organisation:

**ALC**

### Country:

**France**

1. **How has your NGO been involved in managing a transnational cooperation case together with other NGOs (and other organisations/institutions) settled in other countries to support a victim of trafficking?**

   What was the specific need to be addressed (e.g. voluntary and assisted return; contacts with the family in the origin country; etc.)?

   ALC manages the national network for the protection of victims of trafficking in France, called "Ac.Sé". It links 50 shelters all over the French territory with 20 specialised NGOs. Through the hotline service, Ac.Sé gets in touch with professionals who need information or support in assisting trafficked persons in France or in other countries.

   Case: Voluntary and assisted return to the country of origin

2. **Background information on the victim**

   - **Gender:**
     - [ ] Male
     - [x] Female
     - [ ] Transgender
   - **Age:**
     - [ ] Adult
     - [x] Minor
   - **Type of exploitation:**
     - [ ] Sexual services
     - [x] Forced marriage
     - [ ] Servitude for debts
     - [ ] Forced labour
     - [x] Forced begging
     - [ ] Forced illegal activities

   - **How was the person recruited?**
     - [ ] Friend
     - [ ] Acquaintance
     - [ ] Spouse
     - [ ] Relative
   - **What was the victim proposed?**
     - [ ] Job promise
     - [ ] Invitation abroad
     - [ ] Marriage promise
     - [ ] Was forced

3. **How did you get in touch with the victim (or with the case)?**

   An NGO partner of the Ac.Sé Network needed assistance for a victim of trafficking who wanted to return to her origin country, i.e. Nigeria.

4. **What were the problems and obstacles faced?**

   The main problem was the organization of her safe return to Nigeria. The victim was in danger in France and wanted to get back in the home country but she had no documents. She escaped her traffickers and needed protection for her stay in France before the return flight.

5. **Which national, local or international authorities/agencies (if any) have been involved in the process, with which role and responsibilities?**

   Ac.Sé Network contacted OFII (the French Office for Immigration and Integration), which is mandated to support trafficked persons or other migrants who decide to return to their origin country. Ac.Sé Network also contacted IOM to arrange the arrival procedures in Nigeria, i.e. support at the airport and, if needed, support for the social and labour reintegration. Ac.Sé Network also got in touch with the Nigerian Embassy in Paris for the travel documents of the victim.

6. **How were the problems and obstacles dealt with? Were they overcome or not? In which way? What procedures have been adopted? Were they already in place or have they been defined specifically for the case? Please also provide a description of the steps of the intervention with the involved agencies/professionals.**

   Ac.Sé Network in Nice provided the victim with a flat in a secret place and protection measures to avoid any contact with her traffickers and the Nigerian community. The victim decided not to testify against her traffickers. IOM allowed her to get support at the airport and to ask for assistance in case of retaliations or difficulties in the home country. The victim did not have any papers and the procedures for obtaining a Nigerian temporary passport are lengthy. In this case, the Nigerian consul in Paris expedited the issuance procedures, also in view of past contacts with Ac.Sé Network that informed him about the needs of victims of trafficking. Moreover, the Nigerian Embassy helped the victim to safely reach the Embassy in Paris. The victim could have had problems to get around her origin country due to possible retaliations and threats on the part of her traffickers. IOM allowed her to get support at the airport and to ask for assistance in case of retaliations or difficulties in the home country.

7. **How did you manage to collaborate with the other organisation/s? Do you share a protocol of intervention, a set of shared procedures?**

   IOM procedures for identification and assistance were used.

8. **If you were not directly in touch with the trafficked person, how did you assess her/his real conditions and will/wishes?**

   Ac.Sé Network was directly in contact with the victim also through a Nigerian cultural mediator.

9. **Which procedures did you implement to protect the privacy of the trafficked person, in exchanging information with your partners?**

   All agencies involved regularly employ procedures to protect the privacy of individuals. When communicating with other partners, Ac.Sé Network never used the victim's real name.

10. **Please provide a description of successful procedures (what worked) and of unsuccessful procedures (what did not work) in the case (or cases) you choose to describe**

    - **What worked:**
      - Awareness raising on human trafficking and victims’ needs targeting agencies involved and other institutions
      - Ability to react fast
      - International cooperation
      - Common identification check-list (Ac.sé-IOM)
      - Cooperation with the Nigerian Embassy
    - **What did not work:**
      - Due to procedural delays, the victim could have faced serious dangers. This risk was avoided because of positive interpersonal relations with representatives of the Nigerian Embassy.

11. **Please provide a description of tools you possibly used to implement the procedures (e.g. data sheet about the trafficked person; template about the trafficked person’s story etc.)**

    - Screening interview for victims of trafficking proposed by IOM
    - Address book

12. **What is needed and which are your recommendations in order to further improve transnational cooperation in assisting trafficked persons?**

    It is important to develop and formalise clear and steady partnership between NGOs and between NGOs and anti-trafficking agencies involved in transnational cooperation cases.
### Organisation: Astra Serbia

1. **How has your NGO been involved in managing a transnational cooperation case together with other NGOs (and other organisations/institutions) settled in other countries to support a trafficked person? What was the specific need to be addressed (e.g. voluntary and assisted return; contacts with the family in the origin country; etc.)?**

   - The victim’s family contacted ASTRA SOS hotline after she had called them from the destination country and asked for help. The victim did not reveal any detailed information about whereabouts. ASTRA contacted an NGO in Italy from the town where the woman was located. The NGO found and assisted the woman within 24 hours. Later, ASTRA was involved in organising the safe return and acted as the contact point between the woman and her family (while in Italy) as well as between the NGOs and the Serbian Consulate.

2. **Background information on the victim**

   - **Gender:**
     - ☐ Female
     - ☐ Transgender
   - **Age:**
     - ☐ Adult
     - ☐ Minor
   - **Type of exploitation:**
     - ☐ Forced labour
     - ☐ Forced marriage
     - ☐ Servitude for debts
     - ☐ Forced begging
     - ☐ Forced illegal activities
   - **How was the person recruited?**
     - ☐ Friend
     - ☐ Acquaintance
     - ☐ Spouse
     - ☐ Relative
     - ☐ Newspaper ad
     - ☐ Kidnapped
     - ☐ Other: Boyfriend
   - **What was the victim proposed?**
     - ☐ Job promise
     - ☐ Invitation abroad
     - ☐ Marriage promise
     - ☐ Was forced

3. **How did you get in touch with the trafficked persons (or with the case)?**

   - The victim’s father contacted ASTRA SOS Hotline to report that his daughter was exploited and controlled by her boyfriend with whom she went abroad for work. The first direct contact with the victim was by phone, during her stay in the Italian shelter.

4. **What were the problems and obstacles faced?**

   - - Associazione On the Road (Italy): the first NGO contacted that referred ASTRA to another NGO that could help finding the victim, ensuring safety and providing assistance during her stay in Italy.
   - - ImpSex Brescia: an outreach unit run by a local voluntary association, which identified the victim’s location, contacted and transferred her into a safe place.
   - - Shelter: run by a church, it provided first assistance and safe accommodation after the victim’s identification and during the police investigation.
   - - Lufe: another NGO, where the victim was relocated as the conditions in the church shelter were very restrictive and could not provide the appropriate support.
   - - Serbian Consulate in Milan: it provided travel documents for the victim since the trafficker seized her passport.
   - - Agency for fighting organised crime (Ministry of interior, Republic of Serbia): it cooperated with the Italian police and kept regular contacts with ASTRA. They conducted an investigation in Serbia that led to the arrest of several persons four months after victim’s identification.

5. **Which national, local or international authorities/agencies (if any) have been involved in the process, with which role and responsibilities?**

   - - Putting additional pressure on the institutions’ representatives so to accelerate the procedures solved the problems ASTRA faced while working on the case. ASTRA was in daily contact with relevant actors to coordinate different actions, focusing on the victim’s needs and expectations. Another way to overcome the obstacles was to use ASTRA’s resources in situations in which there were no other possibilities (i.e. ASTRA covered the travel expenses for the victim’s return to Serbia).
   - - Cooperation with other organisations was very accurate and their representatives were open to suggestions and agreements. Most important was our liaison with On the Road – with which we started to collaborate a few years ago – as they contacted other Italian organisations to involve in the case. There is no formal protocol between ASTRA and On the Road; nevertheless, the informal exchange established is in line with the working principles aimed at the full protection of trafficked persons’ human rights.

6. **How were the problems and obstacles dealt with? Were they overcome or not? In which way? Which procedures have been adopted? Were they already in place or have they been defined specifically for the case? Please also provide a description of the steps of the intervention with the involved agencies/professionals.**

   - - Associazione On the Road (Italy): the first NGO contacted that referred ASTRA to another NGO that could help finding the victim, ensuring safety and providing assistance during her stay in Italy.
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7. **How did you manage to collaborate with the other organisation(s)? Do you share a protocol of intervention, a set of shared procedures?**

   - - Cooperation with other organisations was very accurate and their representatives were open to suggestions and agreements. Most important was our liaison with On the Road – with which we started to collaborate a few years ago – as they contacted other Italian organisations to involve in the case. There is no formal protocol between ASTRA and On the Road; nevertheless, the informal exchange established is in line with the working principles aimed at the full protection of trafficked persons’ human rights.

8. **If you were not directly in touch with the trafficked person, how did you assess her/his real conditions and will/wishes?**

   - - With the consent of the victim’s father, only basic personal and location data were exchanged with the Italian NGOs partners. Communication with relevant actors was done by phone and e-mails. Official letters were sent by post. ASTRA used only the assisted woman’s initials in e-mail correspondence, whereas it provided full information in official letters to institutions as required for further support.

9. **Which procedures did you implement to protect the privacy of the trafficked person, in exchanging information with your partners?**

   - - Successful procedure: After being notified and informed by the victim’s father, ASTRA contacted On the Road in Italy. They notified the NGO operating in the indicated location and which also had an outreach unit. According to what she told to her father, she was sexually exploited on the street. The NGO managed to find her the next day and accompanied her in the shelter. The communication procedures are immeasurably faster and significantly more effective than those required to follow with state institutions.
   - - Unsuccessful procedures: obtaining the travel documents for the victim took more time than expected. The victim, her family and the partner NGOs were not fully informed on the procedure required by the Consulate. The latter needed a specific document from the Italian police, which did not provided in the form requested. As there was no direct communication between the police and the Consulate, the problem was finally solved through the mediation of ASTRA and Lufe.

10. **Please provide a description of successful procedures (what worked) and of unsuccessful procedures (what did not work) in the case (or cases) you choose to describe**

    - - Successful procedure: After being notified and informed by the victim’s father, ASTRA contacted On the Road in Italy. They notified the NGO operating in the indicated location and which also had an outreach unit. According to what she told to her father, she was sexually exploited on the street. The NGO managed to find her the next day and accompanied her in the shelter. The communication procedures are immeasurably faster and significantly more effective than those required to follow with state institutions.
    - - Unsuccessful procedures: obtaining the travel documents for the victim took more time than expected. The victim, her family and the partner NGOs were not fully informed on the procedure required by the Consulate. The latter needed a specific document from the Italian police, which did not provided in the form requested. As there was no direct communication between the police and the Consulate, the problem was finally solved through the mediation of ASTRA and Lufe.

11. **Please provide a description of tools you possibly used to implement the procedures (e.g. data sheet about the trafficked person; template about the trafficked person’s story etc.)**

    - No specific documents were used/shared as tools. Each organisation kept its own records regarding the victim’s story and carried out the necessary actions. For more information, please see ASTRA SOS Hotline Manual [http://www.astra.rs/en/?page_id=58 (page 43)].

12. **What is needed and which are your recommendations to further improve transnational cooperation in assisting trafficked persons?**

    - To further strengthening transnational mechanisms to assist trafficked persons, protection procedures should be improved. Practice shows that clear, mandatory protocols are needed to ensure the proper care of victims. Some issues still to be tackled concern procedures as to identification, emergency assistance, return, and reintegration of victims as well as the tasks assigned to all relevant actors involved in the procedures. A very sensitive issue concerns the lack of specific in-court procedures for trafficked children. Training of institutional representatives directly working with trafficked persons is also an important measure to organise to ensure that victims’ rights are fully respected and an adequate needs assessment carried out.
2. Background information on the victim

How was the person recruited?
- Friend
- Acquaintance
- Newspaper ad
- Kidnapped
- Other

What was the victim proposed?
- Job promise
- Invitation abroad
- Marriage promise
- Was forced
- Other

Gender: Male Female Transgender

Type of exploitation: Sexual services Forced marriage
- Forced begging
- Forced illegal activities
- Servitude for debts
- Forced labour

Age: Adult Minor

3. How did you get in touch with the victim (or with the case)?

IOM Vilnius office contacted MPFSC.

4. What were the problems and obstacles faced?

The victim was diagnosed with mental disorders. She also suffered from hypochondria. She could not live in the shelter with other victims due to her aggressive behavior, lack of social skills, and tendency to show distorted interpretations of reality. Against this backdrop, her social and labour reintegration process was very challenging.

5. Which national, local or international authorities/agencies (if any) have been involved in the process, with which role and responsibilities?

- IOM Vilnius office cooperated with the Swiss NGO Fiz and eventually referred the victim to MPFSC for further help.
- The Psychiatric University Clinic of Zurich cooperated with MPFSC and exchanged information about the victim's medical history and conditions, and health measures to be taken for further treatment.
- The Swiss NGO Fiz provided the victim with first assistance and support, including temporary accommodation, and covered the travel expenses to return her to Lithuania. It also fully informed MPFSC about the victim's personal and medical history.

6. How were the problems and obstacles dealt with? Were they overcome or not? In which way? Which procedures have been adopted? Were they already formally set out by IOM. Once the IOM referral procedures were completed, MPFSC established direct contacts with the victim.

MPFSC provided the victim with temporary accommodation, medical treatment and psychological counselling, and support measures. The victim joined MPFSC social and labour reintegration programme and attended massage courses. MPFSC also reached an agreement with the Social Support Unit of the Municipal Social Affairs Department to accommodate the victim in a special pension, where she could be provided with the necessary medical and psychological support, and to financially support other measures and living costs. To overcome all obstacles, MPFSC cooperated with other relevant stakeholders, i.e. they promptly exchanged all necessary information via official letters and required forms, e-mails and phone calls. Anonymity and confidentiality were always respected and the victim’s written consent always sought. Cooperation with IOM Vilnius office was regulated by procedures formally set out by IOM. Once the IOM referral procedures were completed, MPFSC established direct contacts with the Psychiatric University Clinic of Zurich and the Swiss NGO Fiz to get full information about the victim's trafficking story, medical history, support measures provided, needs to meet and measures to provide.

7. How did you manage to collaborate with the other organisations? Do you share a protocol of intervention, a set of shared procedures?

Cooperation with foreign NGOs, international organisations, and other stakeholders is generally based on oral cooperation agreements, which – throughout the years – led to the development of shared procedures. With some partner organisations, MPFSC signed partnership declarations including set of common procedures, membership conditions, and code of ethics. The same procedures and code of ethics are employed also with partners cooperating under oral agreements, as it occurred for the case here described. Forms were signed to transfer the victim to MPFSC for further care. Information exchange complied with data protection regulations and counselling was provided by professional secrecy and confidentiality.

8. If you were not directly in touch with the trafficked person, how did you assess her/his real conditions and will/wishes?

MPFSC was directly in touch with the trafficked person.

9. Which procedures did you implement to protect the privacy of the trafficked person, in exchanging information with your partners?

In exchanging information, number codes or initials were used instead of the victim's personal data. Also the address of the MPFSC shelter was never made public for safety reasons. Personal data can be provided only upon legal requests and the written consent of the victim.

10. Please provide a description of successful procedures (what worked) and of unsuccessful procedures (what did not work) in the case (or cases) you choose to describe

Successful procedures:
- Prompt information and documents exchange by e-mails, phone calls, and mail.
Unsuccessful procedures:
- Transfer the victim back to Lithuania because of the lack of funds for the travel expenses and the daily allowance to temporarily support the victim with no place to stay and income.

11. Please provide a description of tools you possibly used to implement the procedures (e.g. data sheet about the trafficked person; template about the trafficked person’s story etc.)

Sheet about the trafficked person

Template about the trafficked person’s story

Official complaint to the local law enforcement institutions

Letters with the requests of the required or provided information

12. What is needed and which are your recommendations in order to further improve transnational cooperation in assisting trafficked persons?

Establishment of an international network against human trafficking composed of NGOs and institutions so:
- To exchange and store data faster and more effectively;
- To better operationally cooperate across borders;
- To swiftly identify and contact counterparts in foreign countries;
- To better monitor the development and trends of human trafficking as well as to gather statistics;
- To exchange work experience and share good practice to improve professional skills and knowledge as to transnational cooperation.
Organisation: Centre for Missing Persons' Families Support Centre

Country: Lithuania

1. How has your NGO been involved in managing a transnational cooperation case together with other NGOs (and other organisations/institutions) settled in other countries to support a victim of trafficking? What was the specific need to be addressed (e.g. voluntary and assisted return; contacts with the family in the origin country; etc.)?

Established in 1996, Missing Persons’ Families Support Centre (MPFSC) is an NGO providing assistance to trafficked persons sexually exploited and to relatives of missing persons. MPFSC cooperates with many foreign NGOs, international organisations, and embassies from different countries, including Poland, Belgium, France, Great Britain, Denmark, Sweden, Norway, Finland, and USA. The case of transnational cooperation hereinafter described concerned a Lithuanian trafficked woman returning from Germany and her collaboration with the German and Lithuanian police authorities investigating her human trafficking case. Through the MPFSC lawyer, the victim cooperated with the German Federal Criminal Police, the Lithuanian Police, the local Police department, and the Prosecutor's Office.

2. Background information on the victim

Gender: [ ] Male  [ ] Female  [ ] Transgender  [X] Other
Age: [ ] Adult  [ ] Minor
Type of exploitation: [ ] Sexual services  [ ] Forced marriage  [ ] Forced begging
[ ] Servitude for debts  [ ] Forced illegal activities  [ ] Forced labour

How was the person recruited? [ ] Friend  [ ] Acquaintance  [ ] Spouse  [ ] Relative  [ ] Newspaper ad  [ ] Kidnapped  [ ] Other

What was the victim proposed? [ ] Job promise  [ ] Invitation abroad  [ ] Marriage promise  [ ] Was forced

3. How did you get in touch with the victim (or with the case)?

The Lithuanian Police Witness and Victim Protection Office contacted MPFSC to assist the victim returned from Germany.

4. What were the problems and obstacles faced?

The victim was afraid to contact the Lithuanian Police to press charges against her trafficker due to the fear of retaliation and poor knowledge about the law and the related procedures. Furthermore, it took time to start the investigation in Lithuania as the crime had been committed in Germany due to procedural reasons, including the lack of the victim’s complaint submitted to the local law enforcement agencies and the wrong information about the victim still being in Germany and not willing to cooperate in the police investigation.

5. Which national, local or international authorities/agencies (if any) have been involved in the process, with which role and responsibilities?

- Lithuanian Police Witness and Victim Protection Office: referred the victim to MPFSC.
- German Federal Criminal Police Office: sent the available information on the case to the Lithuanian Police and, eventually, to the Lithuanian Prosecutor General's Office and asked to start the case investigation in Lithuania. It also cooperated with MPFSC providing information about the case and the procedures to initiate the pre-trial investigation in Lithuania.
- Mažeikiai Police Department: received the victim's complaint and started the pre-trial investigation. It also cooperated with MPFSC providing the Centre with updates about the case investigation developments.

6. How were the problems and obstacles dealt with? Were they overcome or not? In which way? Which procedures have been adopted? Were they already in place or have they been defined specifically for the case? Please also provide a description of the steps of the intervention with the involved agencies/professionals.

The victim was afraid to contact the Lithuanian Police and feared the trafficker’s retaliations. The Lithuanian Police Witness and Victim Protection Office referred the victim to MPFSC, where she could recover and be provided with temporary accommodation; food; clothes; social, psychological, medical, and legal assistance; and job search support. The MPFSC lawyer contacted the German police officers responsible for the investigation and got detailed information about the case and procedures to start the investigation also in Lithuania. With the support of the MPFSC lawyer, the victim pressed charged against her trafficker and, thus, the Lithuanian police started to investigate the case too. Then, the lawyer informed the Prosecutor General's Office about the victim's presence in Lithuania and her willingness to cooperate.

MPFSC has an agreement with the Lithuanian Police Witness and Victim Protection Office on information exchange, documents submission, protection of personal data, respect of professional and confidentiality secrecy, code of ethics, free of charge services. The adopted collaboration procedures were already in place.

7. How did you manage to collaborate with the other organisations? Do you share a protocol of intervention, a set of shared procedures?

MPFSC was directly in touch with the trafficked person.

8. If you were not directly in touch with the trafficked person, how did you assess her/his real conditions and will/wishes?

In exchanging information, number codes or initials were used instead of the victim’s personal data. Also the address of the MPFSC shelter was never made public for safety reasons. Personal data can be provided only upon legal requests and the written consent of the victim.

9. Which procedures did you implement to protect the privacy of the trafficked person, in exchanging information with your partners?

Successful procedures:
- Prompt information and documents exchange by e-mails, phone calls, and mail.

10. Please provide a description of successful procedures (what worked) and of unsuccessful procedures (what did not work) in the case (or cases) you choose to describe

Sheet about the trafficked person

Template about the trafficked person’s story

Official complaint to the local law enforcement institutions

Agreement with the Lithuanian Police Witness and Victim Protection Office

Letters with the requests of the required or provided information

11. Please provide a description of tools you possibly used to implement the procedures (e.g. data sheet about the trafficked person, template about the trafficked person’s story etc.)

Establishment of an international network against human trafficking composed of NGOs and institutions so:
- To exchange and store data faster and more effectively;
- To better operationally cooperate across borders;
- To swiftly identify and contact counterparts in foreign countries;
- To better monitor the development and trends of human trafficking as well as to gather statistics;
- To exchange work experience and share good practice to improve professional skills and knowledge as to transnational cooperation.

12. What is needed and which are your recommendations in order to further improve transnational cooperation in assisting trafficked persons?

Gender: [ ] Male  [ ] Female  [ ] Transgender  [X] Other
Age: [ ] Adult  [ ] Minor
Type of exploitation: [ ] Sexual services  [ ] Forced marriage  [ ] Forced begging
[ ] Servitude for debts  [ ] Forced illegal activities  [ ] Forced labour

How was the person recruited? [ ] Friend  [ ] Acquaintance  [ ] Spouse  [ ] Relative  [ ] Newspaper ad  [ ] Kidnapped  [ ] Other

What was the victim proposed? [ ] Job promise  [ ] Invitation abroad  [ ] Marriage promise  [ ] Was forced
1. How has your NGO been involved in managing a transnational cooperation case together with other NGOs (and other organisations/institutions) settled in other countries to support a victim of trafficking? What was the specific need to be addressed (e.g. voluntary and assisted return; contacts with the family in the origin country; etc.)?

Due to political problem and the lack of cooperation between source and destination countries, PVPT had to directly arranged the return process of foreign trafficked persons in collaboration with the NGO “Atina” from Serbia.

2. Background information on the victim

- Gender: Male, Female, Transgender
- Age: Adult, Minor
- Type of exploitation: Sexual services, Forced marriage, Servitude for debts, Forced begging, Forced illegal activities, Forced labour

How was the person recruited?
- Friend, Acquaintance, Spouse, Relative, Newspaper ad, Kidnapped, Other

What was the victim proposed?
- Job promise, Invitation abroad, Marriage promise, Was forced

3. How did you get in touch with the victim (or with the case)?

The trafficked person was referred to PVPT Centre by the Special Police Anti-Trafficking Unit of Kosovo.

4. What were the problems and obstacles faced?

Main obstacles faced:
- Emotional and mental distress of the victim due to the lengthy bureaucratic return procedures;
- Lack of cooperation between the governments of Kosovo and Serbia;
- Impossibility to confirm at first her origin country and make possible her repatriation through national institutions involved in the case;
- The trafficked person stayed in Kosovo for almost 11 months and was initially accommodated by ISF, the shelter under the Ministry of Justice and, eventually, by PVPT that assisted her through the assistance programme.

5. Which national, local or international authorities/agencies (if any) have been involved in the process, with which role and responsibilities?

- THBS: Special Police Unit: mandated to identify, protect and bring the victim to the border point.
- IOM mission in Kosovo: repatriated most PVPT foreign victims to their home countries.
- Ministry of Labour and Social Welfare: responsible for the victim’s social well-being in Kosovo.
- ISF: mandated to accommodate high-risk trafficked persons, who can leave ISF when the level of risk decreases.
- PVPT Rehabilitation Center: offers shelter and a daily programme to low- and medium-risk victims as well to potential victims of trafficking.
- NGO Atina (Serbia): confirmed the victim’s identity; traced the victim’s family; met the victim at the border and provided her with accommodation and support services in Serbia.
- Serbian Police: picked the victim up at the border.
- NGO Atina (Serbia): confirmed the victim’s identity; traced the victim’s family; met the victim at the border and provided her with accommodation and support services in Serbia.

6. How were the problems and obstacles dealt with? Were they overcome or not? In which way? What procedures have been adopted? Were they already in place or have they been defined specifically for the case? Please also provide a description of the steps of the intervention with the involved agencies/professionals.

The long delay in returning the trafficked person was the main obstacle faced. PVPT Centre then acted as follows:
- Taking into account, the victim’s age (58) and the lack of institutional support, PVPT Centre in cooperation with THBS Police tried to accommodate her in the Centre for people without family care in Pristina, with the aim to provide her with a long-term support. The victim agreed to this possible option.
- Unfortunately, no member of the Direct Assistance Group achieved any foreseen positive results.
- Then, PVPT successfully returned the victim to Serbia in cooperation with the Serbian NGO “Atina”.
- THBS drove the returnee to the border, where a Serbian police officer and an Atina’s staff member picked her up. The victim was then accommodated in a national shelter in Serbia and provided with the necessary services.

7. How did you manage to collaborate with the other organisation(s)? Do you share a protocol of intervention, a set of shared procedures?

See supra.

8. If you were not directly in touch with the trafficked person, how did you assess her/his real conditions and will/wishes?

PVPT was in direct contact with the victim since it accommodated and assisted her in the PVPT Rehabilitation Center/Shelter.

9. Which procedures did you implement to protect the privacy of the trafficked person, in exchanging information with your partners?

PVPT employs a Confidentiality Statement that protects the privacy of the beneficiary. Each PVPT employee, consultant or volunteer who works directly with the assisted beneficiaries are obliged to sign the Confidentiality Statement. The latter requires neither to disclose the location of the Centre nor the identity of beneficiaries assisted. PVPT staff exchanged with its partners only relevant information regarding the identity, past experience and the health status of the victim.

10. Please provide a description of successful procedures (what worked) and of unsuccessful procedures (what did not work) in the case (or cases) you choose to describe

Successful procedure:
- Good and professional transnational cooperation between NGO “Atina” from Serbia and the PVPT Centre for the victim’s return to Serbia

Unsuccessful procedure:
- Political issue between countries resulted in the delay of the victim’s return.

11. Please provide a description of tools you possibly used to implement the procedures (e.g. data sheet about the trafficked person; template about the trafficked person’s story etc.)

- Case File Individual Forms (Case Admission Form, Regulation, Statement for a Volunteer Stay, Beneficiaries’ Permission Letter for Sharing Information, Authorising letter from the officials who refer a minor case for conducting medical services, Individual Action Plan, Register Letter of conducted Services and special Visits, Transfer Forms, Final Case Evaluation Form)
- Daily/weekly/monthly activity and case reports
- Pre and Post Activities Evaluation Forms
- Beneficiaries’ Suggestion Anonymous Box
- Monitoring Templates

12. What is needed and which are your recommendations in order to further improve transnational cooperation in assisting trafficked persons?

- Development of shared procedures and tools to collaborate across borders
1. How has your NGO been involved in managing a transnational cooperation case together with other NGOs (and other organisations/institutions) settled in other countries to support a victim of trafficking? What was the specific need to be addressed (e.g. voluntary and assisted return; contacts with the family in the origin country; etc.)?

<table>
<thead>
<tr>
<th>Organisation:</th>
<th>Femmes en Détresse</th>
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<tr>
<td>Country:</td>
<td>Luxembourg</td>
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</table>

Since 2009, Femmes en Détresse has been involved in the management of one case of transnational cooperation concerning a trafficked person willing to voluntarily return to her origin country.

2. Background information on the victim

| Gender:  | ☐ Male  | ☑ Female  | ☐ Transgender |
| Age:      | ☐ Adult | ☑ Minor   | ☐ Child     |
| Type of exploitation: | ☐ Sexual services | ☐ Forced begging |
|           | ☐ Forced marriage | ☐ Forced illegal activities |
|           | ☐ Exploitation for debts | ☐ Forced labour |

3. How did you get in touch with the victim (or with the case)?

- Police
- International Organization for Migration (IOM): contacted the country of origin, carried out the voluntary return
- Judge of Juvenile Court: responsible for the victim, as she was a minor
- Ministry of Foreign Affairs: cooperated to find a solution
- International Organization for Migration (IOM): contacted the country of origin, carried out the voluntary return and the assistance for the reintegration
- Embassy of the country of origin: cooperated by interviewing the person to find out if she was a citizen of the country concerned.

4. What were the problems and obstacles faced?

The victim neither wanted to stay in Luxembourg nor to return to her origin country, but she wanted to be resettled in a third country. The latter refused to host her because the victim could not prove she had lived there and because no proof of her identity was available. The victim then decided to return to her home country but she actually never returned because she ran away. The main problems faced were: the victim was a minor with no identity papers and refused to collaborate.

5. Which national, local or international authorities/agencies (if any) have been involved in the process, with which role and responsibilities?

- Police Criminal Investigation Department – Organised Crime Section: responsible for the identification of the trafficked person and for the investigation
- Judge of Juvenile Court: responsible for the victim, as she was a minor
- Ministry of Foreign Affairs: cooperated to find a solution
- International Organization for Migration (IOM): contacted the country of origin, carried out the voluntary return and the assistance for the reintegration
- Embassy of the country of origin: cooperated by interviewing the person to find out if she was a citizen of the country concerned.

6. How were the problems and obstacles dealt with? Were they overcome or not? In which way? Which procedures have been adopted? Were they already in place or have they been defined specifically for the case? Please also provide a description of the steps of the intervention with the involved agencies/professionals.

The victim did not want to disclose her real name and date of birth. Moreover, she refused to talk to authorities. She distrusted everyone and just wanted to leave the country. Thus, they tried to find a third country to host her. Femmes en Détresse contacted IOM and the embassy of the trafficked person's native country, which started to work on the case according to procedures already in place. Before any further step was taken, the trafficked person ran away.

7. How did you manage to collaborate with the other organization(s)? Do you share a protocol of intervention, a set of shared procedures?

Neither a protocol of intervention nor sets of shared procedures were employed to cooperate. The organisations involved held meetings and phone exchanges to cooperate on the case.

8. If you were not directly in touch with the trafficked person, how did you assess her/his real conditions and will/wishes?

Femmes en Détresse staff is bound to professional secrecy and confidentiality. Information was exchanged among the organisations involved upon the victim’s consent. However, it was sometimes difficult to respect this principle since the victim refused to collaborate in any way and it was necessary to find the best possible solution for her.

9. Which procedures did you implement to protect the privacy of the trafficked person, in exchanging information with your partners?

Femmes en Détresse staff is bound to professional secrecy and confidentiality. Information was exchanged among the organisations involved upon the victim’s consent. However, it was sometimes difficult to respect this principle since the victim refused to cooperate in any way and it was necessary to find the best possible solution for her.

10. Please provide a description of successful procedures (what worked) and of unsuccessful procedures (what did not work) in the case (or cases) you choose to describe

Successful procedures:
- The IOM collaborator was very committed and patient.
- First contact with the embassy was very prompt.

Unsuccessful procedure:
- It was neither possible to identify the victim nor to gather evidence on the identity of the persons she listed.

11. Please provide a description of tools you possibly used to implement the procedures (e.g. data sheet about the trafficked person; template about the trafficked person’s story etc.)

- Data sheet available only to the worker in charge of the case to ensure confidentiality
- Collection of personal data (name, date of birth, origin country, form of exploitation, etc.)
- Report on the trafficked person’s story.
- Meetings, telephone calls, and counselling reports

12. What is needed and which are your recommendations in order to further improve transnational cooperation in assisting trafficked persons?

- Fluent cooperation between international NGOs
- Exchange between international NGOs to share information about cross-border cooperation procedures
- To study the procedures before starting to use them
Organisation: Human Resource Development Foundation - HRDF

Country: Turkey

1. How has your NGO been involved in managing a transnational cooperation case together with other NGOs (and other organisations/institutions) settled in other countries to support a victim of trafficking? What was the specific need to be addressed (e.g. voluntary and assisted return; contacts with the family in the origin country; etc.)?

Human Resource Development Foundation (HRDF) provides shelter and specialised social support to foreign victims of trafficking in Turkey. The procedure works as follows: the police identify trafficked persons and refer them to HRDF's Istanbul Shelter. Eventually, IOM organises and funds the victims' return to their home countries. In some cases, through local NGOs, IOM offices in the origin countries provide reintegration support, including shelter, financial support for educational activities, and rarely vocational training. HRDF and the person assisted are not always fully informed about the organisation of the return and reintegration process. This can be rather problematic when the assisted person's needs are not met and the procedures are not shared. Sometimes, HRDF contacts NGOs in the origin countries but – in some cases – the language barriers hinder the communication. The case that we will elaborate here is a pregnant victim of trafficking from the CIS region. She was in need of shelter and social support both in Turkey and back home because she did not want her family to learn about the pregnancy. And because her pregnancy was out of the legal abortion limit, her reintegration assistance had to be longer to cover her pregnancy, delivery, baby's adoption process and her recovery before she felt ready to meet her family. Her situation needed great sensitivity, care, attention and confidentiality.

2. Background information on the victim

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<thead>
<tr>
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<th>Type of exploitation:</th>
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<tbody>
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<td>Male</td>
<td>Adult</td>
<td>Forced labour</td>
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<tr>
<td>Female</td>
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<td>Forced marriage</td>
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<td>Spouse</td>
<td>Marriage promise</td>
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<tr>
<td>Relative</td>
<td>Was forced</td>
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3. How did you get in touch with the victim?

Police referred the victim to HRDF, as foreseen by the Protocol signed between HRDF and the Ministry of Interior. When the victim was referred to HRDF, she was 5 months pregnant and willing to get an emergency abortion because she had an unwanted pregnancy upon her arrival. Abortion was not a feasible option due to her late pregnancy stage, thus, HRDF suggested the following opportunities: 1) she could stay at the shelter until the baby's delivery and the State Child Protection Agency would arrange the baby's adoption; 2) she could return to her country and be accommodated in a shelter until the delivery of the baby. Both options were highly problematic. Besides, the victim kept changing her mind as to these options. Problems:

- If she decided to go home, she would have to fulfill IOM reintegration criteria to receive IOM support, which was problematic for this case.
- Without IOM it was difficult to identify a safe shelter in her home country.
- If she decided to go home, the return would have to be promptly organised as many flight companies do not allow over 7 month-pregnant women to fly. It was difficult for the victim to decide whether to keep the baby or not.
- If she decided to stay in Turkey, the baby registration would have been challenging due to the complex bureaucratic procedures required. Furthermore, it is difficult to settle a foreign baby in the state protection system.
- HRDF staff was not familiar with the adoption procedures and did not know if the baby would have been adopted or placed in an orphanage. Thus, the staff could not properly answer to these questions continually posed by the woman.

4. What were the problems and obstacles faced?

- IOM Turkey: return, ticket purchase, support arrangement in the home country
- Turkish State Child Protection Agency: baby protection after birth and rapid adoption
- IOM origin country: case assessment via phone interview aimed at the accommodation and reintegration assistance in the home country. IOM decided not to arrange the return and reintegration process since the woman did not qualify for their support.
- OSCE: it supported HRDF in the search of a local NGO and shelter in the origin country.
- Local NGO: phone contacts with the victim to explain the support activities, e.g. birth and adoption assistance, shelter facilities.

5. Which national, local or international authorities/agencies (if any) have been involved in the process, with which role and responsibilities?

- Contacts with the State Agency for Child Protection were established before the birth to gather information about child protection and adoption procedures.
- The psychologist conducted regular sessions with the victim to empower her to make the most informed decision about her baby.
- As a result of the IOM/home country office's refusal to assist the victim: 1) The victim felt vulnerable and insecure because her own nationals did not believe her; 2) she had to stay in Turkey longer than planned to give birth.
- By the time HRDF contacted a local NGO via OSCE, the victim decided not to return to her home country.

6. How were the problems and obstacles dealt with?

- HRDF shares a protocol with the Turkish Ministry of Interior - General Directorate of Security
- HRDF collaborates with IOM since 2004,
- HRDF establishes contacts and cooperation with the other organisations through networking

7. How did you manage to collaborate with the other organisation(s)? Do you share a protocol of intervention, a set of shared procedures?

- The woman did want to stay and work in Turkey but, as a foreigner with no contacts, she could not get a work and residence permit. So if she decided to leave the shelter and look for opportunities while being irregular. Once left the shelter, she contacted HRDF twice.

- The collaboration with OSCE, which allowed identifying and contacting an NGO in the home country.
- The information exchange with the local NGO that provided full details about the available options in the home country.
- After the victim's decision to stay, HRDF ensured continuous counselling and assistance that contributed to improve her psychological well-being and supported to safely give birth at the hospital.
- Cooperation with the IOM offices did not work and affected the victim's well-being.
- The woman did not want to stay and work in Turkey but, as a foreigner with no contacts, she could not get a work and residence permit. She decided to leave the shelter and look for opportunities while being irregular. Once left the shelter, she contacted HRDF twice.

8. If you were not directly in touch with the trafficked person, how did you assess his/her real conditions and will/wishes?

- No extra tools are used. HRDF keeps regular official documentation for each victim.

9. Which procedures did you implement to protect the privacy of the trafficked person, in exchanging information with your partners?

- HRDF provides shelter and specialised social support to foreign victims of trafficking in Turkey.
- The information exchange with the local NGO that provided full details about the available options in the home country.
- After the victim's decision to stay, HRDF ensured continuous counselling and assistance that contributed to improve her psychological well-being and supported to safely give birth at the hospital.
- Cooperation with the IOM offices did not work and affected the victim's well-being.
- The woman did not want to stay and work in Turkey but, as a foreigner with no contacts, she could not get a work and residence permit. She decided to leave the shelter and look for opportunities while being irregular. Once left the shelter, she contacted HRDF twice.
**Organisation:** KOOFRA  
**Country:** Germany

1. How has your NGO been involved in managing a transnational cooperation case together with other NGOs (and other organisations/institutions) settled in other countries to support a victim of trafficking? What was the specific need to be addressed (e.g. voluntary and assisted return; contacts with the family in the origin country; etc.)?

In cases of transnational cooperation, KOOFRA establishes informal contacts with the origin or third country NGO. No written cooperation agreement is signed. Questions and problems are discussed on the phone or via mail. No personal data is provided, unless the assisted person requires so. During the first exchange and only upon the victim’s consent, KOOFRA gives information about the person’s needs and details for picking her up from the airport/train station. It also provides support for further travels and accommodation and so on. KOOFRA stays in touch with the assisted woman through long-distant counselling.

2. Background information on the victim

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<td>Newspaper ad</td>
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<td>Kidnapped</td>
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<td>Other</td>
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3. How did you get in touch with the victim (or with the case)?

KOOFRA got in touch with the victim through the Police.

4. What were the problems and obstacles faced?

The victim did not have her passport and other papers to stay in the country. No social backup in the origin country, including bad relationship with the family.

5. Which national, local or international authorities/agencies (if any) have been involved in the process, with which role and responsibilities?

- Police: protection and investigation  
- Lawyer: legal counselling  
- Shelter  
- Aliens Department: papers permission to stay and travel  
- Consulate: new passport issuance 
- Casablanca: medical care  
- Weißer Ring: bridging financial support  
- Social office: financial support  
- Flüchtlingszentrum: Financing the voluntary return  
- NGO La Strada Bulgaria: counselling/support in the country of origin  
- KOOFRA: Coordination, counselling, and care (cultural mediation)

6. How were the problems and obstacles dealt with? Were they overcome or not? In which way? Which procedures have been adopted? Were they already in place or have they been defined specifically for the case? Please also provide a description of the steps of the intervention with the involved agencies/professionals.

La Strada provided shelter, counselling, care, and assistance for the legal papers issuance in the country of origin. KOOFRA kept in touch via phone.

7. How did you manage to collaborate with the other organisation(s)? Do you share a protocol of intervention, a set of shared procedures?

KOOFRA cultural mediators communicated with the Foreign NGO via phone, e-mail, and letters. KOOFRA valued the sharing of working values and principles (e.g. assisted persons’ free will, data protection and confidentiality, etc.). KOK database provides information about the work of the foreign NGOs as well as their contact details. To gather additional information about given foreign NGOs, KOOFRA also exchange opinions with other KOK member organisations.

8. If you were not directly in touch with the trafficked person, how did you assess her/his real conditions and will/wishes?

KOOFRA kept in touch.

9. Which procedures did you implement to protect the privacy of the trafficked person, in exchanging information with your partners?

Neither information nor data is given to other parties, unless the assisted persons wish so.

10. Please provide a description of tools you possibly used to implement the procedures (e.g. data sheet about the trafficked person; template about the trafficked person’s story etc.)

- Long-distance counselling

11. What is needed and which are your recommendations in order to further improve transnational cooperation in assisting trafficked persons?

It is important to have independent NGOs from origin countries to cooperate with. For example, it is crucial that personal data are responsible handled and are not given to others.
1. How has your NGO been involved in managing a transnational cooperation case together with other NGOs (and other organisations/institutions) settled in other countries to support a victim of trafficking? What was the specific need to be addressed (e.g. voluntary and assisted return; contacts with the family in the origin country; etc.)?

2. Background information on the victim

3. How did you get in touch with the victim (or with the case)?

4. What were the problems and obstacles faced?

5. Which national, local or international authorities/agencies (if any) have been involved in the process, with which role and responsibilities?

6. How were the problems and obstacles dealt with? Were they overcome or not? In which way? Which procedures have been adopted? Were they already in place or have they been defined specifically for the case? Please also provide a description of the steps of the intervention with the involved agencies/professionals.

7. How did you manage to collaborate with the other organisation(s)? Do you share a protocol of intervention, a set of shared procedures?

8. If you were not directly in touch with the trafficked person, how did you assess her/his real conditions and will/wishes?

9. Which procedures did you implement to protect the privacy of the trafficked person, in exchanging information with your partners?

10. Which procedures did you implement to protect the privacy of the trafficked person, in exchanging information with your partners?

Organisation:
Mitternachtsmission Heilbronn
Country:
Germany

Since 2003, Mitternachtsmission Heilbronn (MH) has been assisting and protecting persons trafficked for sexual exploitation in the Baden-Württemberg region. Mitternachtsmission Heilbronn has cooperated with NGOs – found in the KOK’s database – from Italy, France, United Kingdom, Romania, Lithuania, Bulgaria, Spain, Poland, and the Philippines. The collaboration usually concerns:
- Case referral and risk & needs assessment; victims’ compliance with the pre-departure assistance programme requirements;
- Informing the victims on the available assistance options in the origin or third country and their legal rights
- Information exchange to prepare the voluntary assisted return
- Design of the individual reintegration plan with the beneficiary and the NGO provider from the return country
- Organisation of return to Germany for victims required to participate in court hearings or judicial procedures
- Information exchange for case monitoring and follow-up
- Requests of documents’ issuance from origin country with the help of foreign NGO

MH staff exchanges the necessary information only with one person (agencies/professionals.

Gender: ☐ Male
☐ Female
☐ Transgender
Age: ☐ Adult
☐ Minor
Type of exploitation: ☐ Forced marriage
☐ Sexual services
☐ Servitude for debts
☐ Forced labour
☐ Forced begging
☐ Forced illegal activities

How was the person recruited?
☐ Friend
☐ Acquaintance
☐ Spouse
☐ Relative
☐ Newspaper ad
☐ Kidnapped
☐ Other: Boyfriend
What was the victim proposed?
☐ Job promise
☐ Invitation abroad
☐ Marriage promise
☐ Other: Road trip, holidays in Germany

3. How did you get in touch with the victim (or with the case)?

In compliance with the police-specialised counselling centres cooperation guidelines, the police informed MH about a young presumed trafficked person. MH then contacted her in cooperation with the youth welfare office and the youth shelter, where she was eventually accommodated.

4. What were the problems and obstacles faced?

- The girl was in Germany without her parents, at first she did not want them to know about her situation
- It was difficult to contact her parents and it was not clear if they had been involved in their daughter’s trafficking
- The girl was initially charged with document fraud because she held a false ID card
- The parental custody was not temporarily suspended and no guardian could be appointed because the parents were reachable
- For the same reason, the girl could appoint a victim advocate while staying in Germany
- She did not have an ID card and thus could not just return to her country
- The social authorities from her home country had to investigate her family background to decide if she could join her family
- Many agencies had to be involved because the victim was a minor
- Many agencies involved were not experienced in child trafficking
- The victim was asked to participate in the trial on very short notice that the assisting agencies had little time for a proper pre-trial support

5. Which national, local or international authorities/agencies (if any) have been involved in the process, with which role and responsibilities?

- Local criminal police in Germany - investigations
- Federal criminal police (BKA) with its liaison officers in Romania (Verbindungsbeamte)
- Guardian ad litem from the youth welfare office - coordinating, financing the youth flat, welfare services, and stay in Germany
- Youth flat staff – daily social assistance and care
- Counselling centre for victims of trafficking - coordination, counselling, assisting as to the return and later stages
- Consulate of Romania – issuance of ID card for return
- International Organization for Migration – booking and organising the return funds
- Anti-trafficking NGO in Romania - shelter, assistance, counselling in Romania
- Romanian criminal police - investigations
- General Directorate for Social Assistance and Child Protection in Romania - social investigation on the victim's family
- Psychological counselling centre - offering psychological counselling to the victim in her mother tongue
- Victims advocate - defending the victims in court
- NAATIP, National Agency against Trafficking in Persons - monitoring and assistance activities in Romania

6. How were the problems and obstacles dealt with? Were they overcome or not? In which way? Which procedures have been adopted? Were they already in place or have they been defined specifically for the case? Please also provide a description of the steps of the intervention with the involved agencies/professionals.

Once the victim expressed the wish to return to her origin country and go back to school, MH started to organise her safe return in cooperation with the BKA. The latter contacted NAATIP that, through the General Directorate for Social Assistance and Child Protection in Romania, carried out a social investigation on the victim's family. Since returning to the origin family was not deemed safe yet, an anti-trafficking NGO was identified to shelter and take care of the victim. MH informed then the victim about the findings and the possibility to live for a while in a youth flat run by the Romanian NGO. Upon her consent, MH started to organise the travel arrangements and organised the phone contacts between the victim and the Romanian NGO. MH contacted the Consulate of Romania in Germany that issued the necessary travel documents to return to Romania. Then, MH and the Youth Welfare Service asked IOM to organise all return procedures. Within the REAG-Programme, IOM booked and paid the flights and organised the escort service from the check-in to the airplane and vice versa. A worker of the Romanian NGO then picked up the victim at the airport. Furthermore, the Youth Welfare Service issued a paper to notify the border police about the return procedure and MH informed BKA about the flight data for protection issues. On the return day, a MH-professional accompanied the victim to the Consulate to get the travel documents and, eventually, brought her to the airport. Once arrived, the Romanian NGO informed MH that the assisted person arrived safely. Later on, the victim gave further information on her case to the Romanian police. She went back to school, got in contact with her parents and, eventually, returned home. MH stayed in close contact with the police and the NGO. A year later, the German police informed MH that the victim was required to participate in a soon-to-be-held court hearing on trafficker’s facilitated. MH contacted the NGO in Romania that swiftly informed the victim and her parents about the court hearing. Upon the victim’s consent to act as a witness, her mother signed the authorisation to appoint the defendant suggested by MH. The Romanian NGO then fixed the signed authorisation to the victim. The latter asked the court about the travel arrangements for both the victim and her mother to attend the court hearing. Since the court could not take care of this matter, MH and the Romanian NGO booked the flights, arranged the accommodation and the meeting with the lawyer. Due to the short notice of the request, the interpreter did not properly carry out her job during the meeting with the lawyer. MH staff accompanied the victim and her mother to the court hearing. The offenders were sentenced.

7. How did you manage to collaborate with the other organisation(s)? Do you share a protocol of intervention, a set of shared procedures?

- “Cooperation guidelines between police and specialised counselling centres for victims of trafficking for sexual exploitation” for the region of Baden-Württemburg
- “Methodology for repatriation of unaccompanied Romanian children outside the country and measures to ensure their special protection (GD no. 1443/2004)”

8. If you were not directly in touch with the trafficked person, how did you assess her/his real conditions and will/wishes?

9. Which procedures did you implement to protect the privacy of the trafficked person, in exchanging information with your partners?

- MH staff is bound by professional secret and confidentiality and provides the victims’ personal information only upon their written consent.
- MH staff exchanges the necessary information only with one person (Ansprechperson) per partner agency. It provides the name
and personal data only when it is absolutely necessary.
- MH does not use full names of trafficked persons in e-mails, but a code instead.
- MH discussed with the trafficked persons about all steps to take and the information to be exchanged.

<table>
<thead>
<tr>
<th>10. Please provide a description of successful procedures (what worked) and of unsuccessful procedures (what did not work) in the case (or cases) you choose to describe</th>
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<tbody>
<tr>
<td><strong>Successful procedures:</strong></td>
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<tr>
<td>- Communication with Romanian NGO and the youth flat staff in Germany</td>
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<td>- Communication with the police</td>
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<td>- Return and travel for court hearing</td>
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<tr>
<td><strong>Unsuccessful procedures:</strong></td>
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<tr>
<td>- Short notice about the date of court hearing so that the preparation time for all persons involved was too short</td>
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<td>- Informing the victim regularly about the progress of investigation</td>
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<td>- Appointment of the victim's advocate when the police investigations already started</td>
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<td>- No victim protection provided by the police during court hearing</td>
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<tr>
<td>- No possibility to fully protect the victim's data due to the fact that she was a minor</td>
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<tr>
<td>- Impossibility to find good interpreters due to short notice</td>
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<th>11. Please provide a description of tools you possibly used to implement the procedures (e.g. data sheet about the trafficked person; template about the trafficked person's story etc.)</th>
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<tbody>
<tr>
<td>- Individual data sheet</td>
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<tr>
<td>- Cooperation guidelines between police and specialised counseling centres for victims of trafficking for sexual exploitation</td>
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<td>- Regular visits and talks with the victim</td>
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<tr>
<th>12. What is needed and which are your recommendations in order to further improve transnational cooperation in assisting trafficked persons?</th>
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<tr>
<td>- Need to develop a cooperation agreement/guidelines on how to cooperate in cases of child victims (e.g. as an annex to the already existing regional cooperation agreements). This tool should include the youth welfare office among the signatories.</td>
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<tr>
<td>- Data protection standards between countries should be communicated and adapted to fully secure the victims’ privacy.</td>
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<tr>
<td>- Custodial questions are important to discuss, especially concerning accommodation in youth shelters or authorizing lawyers.</td>
</tr>
<tr>
<td>- The communication with the victims should be more transparent so to involve them in every step and decision making process.</td>
</tr>
</tbody>
</table>
1. How has your NGO been involved in managing a transnational cooperation case together with other NGOs (and other organisations/institutions) settled in other countries to support a victim of trafficking? What was the specific need to be addressed (e.g. voluntary and assisted return; contacts with the family in the origin country; etc.)?

Cooperation with NGOs in other countries for assisted returns:
- Consultations on the national law about safe return provisions and procedures
- Cooperation to in the victims’ documents recovery process
- Accompanying and escorting victims to the airport by partner NGOs
- Accommodation and social inclusion programme (health programmes, alcohol addiction treatment, career guidance, job placement)
- Support and accompaniments to meetings with law enforcement (during testimonies) and documents issuance

Cooperation with Consulates:
- Request for ID and travel documents necessary for return
- Request for necessary certificates from the countries of origin

Cooperation with Civil Registry:
- Re-issuance of ID documents; citizenship issues

The Anti-Trafficking Fund:
- Covering assistance services for victims: legal counselling and representation in court; shelter; other services

Cooperation with the IOM – voluntary assisted return (Social Service Agency of the Ministry of Labour, Health and Social Affairs for child victims)

2. Background information on the victim

Gender:
- Male
- Female
- Transgender

Age:
- Adult
- Minor

Type of exploitation:
- Sexual services
- Forced marriage
- Forced illegal activities
- Forced labour

How was the person recruited?
- Friend
- Acquaintance
- Spouse
- Relative
- Newspaper ad
- Kidnapped
- Other

What was the victim proposed?
- Job promise
- Invitation abroad
- Marriage promise
- Was forced

3. How did you get in touch with the victim (or with the case)?

Through telephone contact and international NGOs network

4. What were the problems and obstacles faced?

- Inconsistencies between national legislations in countries of origin, transit and destination
- Cooperation agreements between countries are not systematically and swiftly employed to investigate trafficking cases
- Impossibility to secure confidentiality of victims’ personal data upon their return to the origin country
- Destination countries rarely grant compensation to trafficked persons

5. Which national, local or international authorities/agencies (if any) have been involved in the process, with which role and responsibilities?

- Consulates of the origin countries to provide travel documents for the safe return
- IOM and Anti-Trafficking Fund in Georgia to cover return costs
- Consulates of the origin countries to provide shelter, medical services, legal advice and representation in court
- The Ministry of Internal Affairs, the Prosecutor’s Office and the Court for the victims’ cooperation with the competent authorities
- Other national NGOs and PHDS to provide shelter, medical care, legal advice and representation in court
- Hospitals for screening lab tests for HIV, STDs, medical assistance

6. How were the problems and obstacles dealt with?

Were they overcome or not? In which way? Which procedures have been adopted? Were they already in place or have they been defined specifically for the case? Please also provide a description of the steps of the intervention with the involved agencies/professionals.

Problems/obstacles include: flaws in the anti-trafficking legislation; inconsistency between some articles of the anti-trafficking legislation and other laws; incongruities between the investigation and the victim protection processes as provided by the Code of Practice.

Problem/Proposal:
- Most victims return to their origin country and are not in the position to hire a lawyer to represent them in court due to their lack of money. To overcome this problem, the law was amended to grant compensation to victims (100 lari=450 EUR) via bank transfer. Yet, victims with no passport or bank account cannot access to this opportunity. Furthermore, to get a residence permit one must have a passport.
- Pro bono public lawyers do not properly represent victims. For instance, a victim was sentenced for irregular border crossing and use of false documents. She was released after one year but she was neither provided assistance in Georgia, nor could she leave the country. PHDS accommodated her during the probation period but was challenged by the “system”. The case was about to be brought before the Strasbourg Court, but the answer was due only at the end of the appeal to the Supreme Court. The PHDS lawyer was also involved in the case.

7. How did you manage to collaborate with the other organisations? Do you share a protocol of intervention, a set of shared procedures?

Experts from law enforcement agencies and NGOs from the region, origin, transit and destination countries invited to conferences. Some NGOs signaling problems find themselves in a difficult position. In fact, to help victims, cooperation with the Anti-Trafficking Fund management is needed and satisfactory relations must be kept. As a result, the NGOs submission of shortcomings is a problematic issue. A possible solution could be writing confidential reports to the Ombudsman, which currently focuses on larger scale problems, i.e. the IDP and prison system.

8. If you were not directly in touch with the trafficked person, how did you assess her/his real conditions and will/wishes?

PHDS closely collaborates with NGOs, consulates, at national and international level. It runs a hotline, whose number is distributed to victims, irregular migrants, and lawyers.

9. What procedures did you implement to protect the privacy of the trafficked person, in exchanging information with your partners?

- Exchange with the Ministry of Internal Affairs: PHDS submits a sealed envelope containing the confidential data of victims
- Correspondence with partners: PHDS shares only victims’ initials
- Clinics: all data are anonymous
- Other situations: data shared except for exploitation/status; data on legal status shared on a distinct document with initials specified
- In cases of interviews/questioning: clothes changed; hooded dress covering face; contra jour shooting; staff always present

10. Please provide a description of successful procedures, collaboration with the Ministry of Internal Affairs, medical clinics; Anti-Trafficking Fund for
procedures (what worked) and of unsuccessful procedures (what did not work) in the case (or cases) you choose to describe

- Unsuccessful procedures: errors in the identification procedures (e.g. process lasting longer than 48 hrs; unidentified victims due to lack of evidence); anonymity disclosed during referral; reduced access to in-court protection measures; reduced access to assistance; application to the International Court of Human Rights not available; difficulties to prove trafficking cases in court; disclosure of victims’ data in the media

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<td>- Initial Identification Scheme at the border</td>
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<tr>
<td>- Questionnaire for victim identification</td>
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<td>- Assistance contract with trafficked persons</td>
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<td>- First Help Protocol for trafficked persons</td>
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<td>- TRM to increase effective cooperation as to assisted voluntary returns, reintegration, compensation, victim identification (esp. of trafficked undocumented/accompanied minors), personal data protection</td>
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<td>- Coherent human rights-based approach assistance to victims, capable to provide real reintegration opportunities and prevent re-trafficking</td>
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<td>- Need to improve law enforcement skills and cooperation for victim protection/assistance rooted in mutual trust and understanding</td>
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