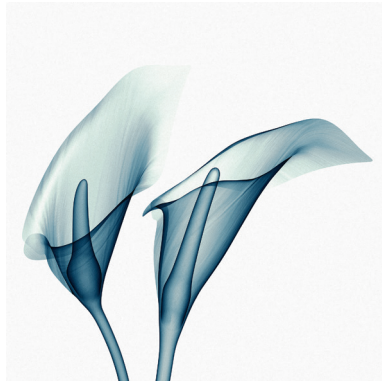
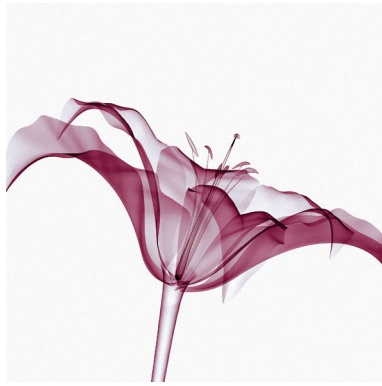
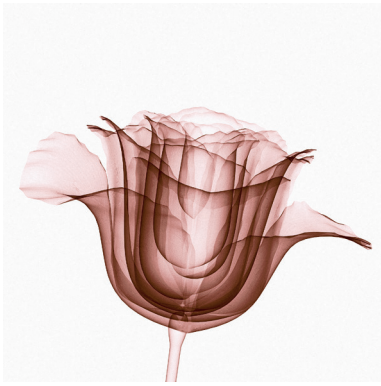


**HUMAN
TRAFFICKING
BAL TIC SEA REGION
ROUND-UP | 2016**



Written by:

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FOREWORD

THE Task Force against Trafficking in Human Beings (TF-THB) has operated for ten years since the Heads of Government welcomed the initiative to integrate the successful work of the Nordic Baltic Task Force against Trafficking in Human Beings into the CBSS framework at the 6th Baltic Sea States Summit in Reykjavik on 8 June 2006. Now we are back in Reykjavik, under the Icelandic CBSS Presidency where we present you with the second Human Trafficking Round-up report. Again this report is the result of combined efforts of the CBSS TF-THB. **THREE** years have passed since our first Round-up report in 2013 where we presented an overview of the legal and institutional frameworks and identified new trends in the region. Naturally since the publication of the report our Member States have continued to strive for a region where the effects of trafficking are minimised and the individuals that are harmed by the exploitation are reduced. During this time we can see that assistance programmes have diversified, other identified groups affected have been acknowledged and legislation has been updated. The TF-THB has continued to strengthen coordination efforts against labour exploitation and convened dialogues with the private sector and trade unions. Work has also been undertaken to develop a common approach to some new forms of trafficking, such as trafficking for sham marriages. New projects have also prioritised the inclusion of local level actors in the fight against trafficking.

HOWEVER, the unrest and outright war to the south and the south east have compounded the challenges and inter-connections between smuggling and trafficking as large numbers of people have become displaced, including the particularly vulnerable age group of 16-21. This new reality on the edge of Europe has had a direct impact on the way that our Member States translate their national and international commitments into direct policy. Integration of individuals with exploitative journey narratives need to be assessed through a lens that is usually complicated and conflicting with signs of trafficking and exploitation all along the route. This has tested our courts as well as our welfare provisions and we have a sense that this situation will continue to evolve. Governments and authorities are on catch-up when it comes to policy which links to identity theft, the use of technology, forced criminality alongside the space between childhood and adulthood in terms of legal responsibility and victim identification. The TF-THB will **NEED TO CONTINUE** analysing and translating the needs, flaws and ambitions of the Member States in the field of human trafficking into specific actions with high macro - regional impact. In order to continue the work with a renewed energy, it is vital not to become too distant from the problem, too distant from the victims of human trafficking.

I would like extend a special **THANK YOU** to the current and former members of the TF-THB, your energy, dedication and willingness to try new ways and new methods to fight human trafficking has been a huge inspiration and driver for our Task Force.

Vineta Polatside
Senior Adviser and Head of Unit

ABOUT THE TASK FORCE AGAINST TRAFFICKING IN HUMAN BEINGS (TF-THB)

The Council of the Baltic Sea States (hereinafter – CBSS) is an overall political forum for regional inter-governmental cooperation. The Members of the CBSS are the eleven States of the Baltic Sea Region: Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland, Russia, Sweden, as well as the European Commission. The Task Force against Trafficking in Human Beings (hereinafter – TF-THB) is a dedicated expert group that works to counteract trafficking in human beings in all its forms of exploitation in the Baltic Sea Region and further afield. Since 2006 the TF-THB has been an open exchange forum and reference point on human trafficking issues. This year the TF-THB is marking its 10 years and is proud to be recognised and acknowledged as a significant player on a macro regional level as well as internationally. The TF-THB strategy for 2015 – 2017 has been granted a flagship status under the EUSBSR Policy area “Secure”. The TF-THB strives to address identified flaws in current policies and operative work in the region through joint preventive measures and protective actions. The expert group which initially focused on trafficking for sexual exploitation over the last few years has cast a wider net over the region and beyond and branched into new areas such as trafficking for labour exploitation, forced begging and forced criminality, sham marriages and other new and emerging forms of exploitation.

EXPERTS AND STRUCTURE OF THE TF-THB

The TF-THB is an Expert Group composed of government representatives from a variety of ministries from the 11 Member States of the CBSS. The chair of the TF-THB rotates among the Member States on an annual basis following the CBSS Presidency (from 1 July to 30 June). From 1 July 2016 until 30 June 2017 Iceland is chairing the TF-THB.

The TF-THB delegates have held 31 sessions of the Task Force since November 2006. The work up until the end of June 2016 has spanned ten CBSS Presidencies. The Task Force has so far been chaired by Sweden, Latvia, Denmark, Lithuania, Norway, Germany, Russia, Finland, Estonia and Poland. The current Chair is Iceland.

The CBSS TF-THB also has eleven Observer States which take part in some of the activities. These include: Belarus, France, Hungary, Italy, Romania, the Netherlands, Slovakia, Spain, the United Kingdom, Ukraine, and the United States of America. A yearly Observer States briefing is held once a year upon invitation of the current TF-THB Chair and host nation.

Strategic activities:

- **Facilitate** and **promote** co-ordination, exchange of knowledge, results and best practices between on-going local, regional, national and international efforts, to help ensure that a multi-dimensional and cross-sectorial approach is applied in and between countries in the Baltic Sea Region to address human trafficking;
- **Build** capacity and **train** key actors at different levels in the region to identify instances of exploitation and assist victims of all forms of human trafficking, such as sexual exploitation, labour exploitation, organ removal, petty crimes and practices similar to slavery, through enhanced partnerships, improved data collection and intensified organisational approaches;
- **Involve** diplomatic and consular missions of countries of origin, transit and destination in the CBSS Member States in order to increase efforts to assist victims of trafficking and eradicate trafficking in human beings in and to the Baltic Sea region.

THEMATIC FOCUS AND LATEST ACHIEVEMENTS

The TF-THB is focusing on actions that bring in and build capacity of such new actors as municipalities, labour inspectorates, tax authorities etc. which are well placed to identify instances of exploitation and to assist victims of all forms of human trafficking. The TF-THB has intensified cooperation with the Nordic Council of Ministers, the International Centre for Migration Policy Development, the OSCE Special Representative on Trafficking in Human Beings, the Alliance Expert Coordination Team, European Institute for Crime Prevention and Control, affiliated with the United Nations (HEUNI), the International Organization for Migration and other international and regional actors.

Based on information gathered by experts in the Member States, regional and international cooperation partners the TF-THB is trying to assess and respond to new trends in trafficking in human beings and act upon. Currently we are working in the following directions:

STRENGTHENING THE ROLE OF MUNICIPALITIES IN THE WORK AGAINST TRAFFICKING IN HUMAN BEINGS

In January 2016, the CBSS TF-THB in cooperation with the Ministry of Interior of the Republic of Latvia, finalised the transnational STROM-project. It aimed to strengthen the capacity and role of municipalities in the work against trafficking in human beings in the Baltic Sea Region, which is especially important in the context of the current migration situation. Migrants can be exploited for many different purposes: e.g. for sexual exploitation, forced labour, forced begging and forced criminality. All these forms of exploitation have specific implications for local communities, cities and municipalities.

The project concluded with the launch of **Guidelines for Municipalities: Stepping up Local Action against Human Trafficking in 10 languages**. The innovative guidelines offer concrete measures on what municipalities can do to map out the local situation and identify citizens at risk, as well as to improve assistance to victims and enhance prevention efforts at the local level. Additionally, the guidelines include several promising practices and models to encourage municipalities to use innovative means to counteract human trafficking at the local level. The Guidelines emphasise that mapping of the local trafficking situation is the key action based on which local priorities and all anti-trafficking actions should be set.

Currently we are focusing on the concrete implementation of the Guidelines for Municipalities. We aim to develop a local referral mechanism and to provide local stakeholders with expert knowledge and tools to efficiently deal with human trafficking cases. Moreover, we seek to improve preventive work in the municipalities, specifically targeting the groups at risk of being trafficked. The project STROM II is financed by the Nordic Council of Ministers and the Swedish Institute, and will be implemented in 2016-2017 in eight chosen municipalities in the Baltic countries and North-West Russia in cooperation with Nordic trafficking experts. The project partners include the Ministries of Interior of Latvia and Lithuania, the NGO Living for Tomorrow from Estonia and the St. Petersburg branch of the Russian Red Cross.

TRACE – TRAFFICKING AS A CRIMINAL ENTERPRISE

TRACE was a two-year project aimed to support stakeholders in combating trafficking in human beings by assessing and consolidating the information surrounding perpetrators and the wider trafficking enterprise, in order to make policy recommendations for disrupting this activity. The second half of the project focused on the organisation of several stakeholder workshops across Europe, and delved into the current and future trends in the modus operandi of traffickers, including travel routes to and within Europe; the profiles of traffickers; use of technology related to human trafficking as a criminal enterprise, the social, political and economic environment in which the business of trafficking thrives and the policy implications of future trends in human trafficking.

The TRACE-project was concluded at the end of April 2016 with the final conference taking place in Brussels and the launch of the report **“TRACeIng Human Trafficking – Handbook for Policy Makers, Law Enforcement Authorities and Civil Society Organisations”**. The Handbook presents the overall project findings and policy recommendations concluding that human trafficking as a criminal enterprise continues to evolve as “a high profit-low risk business” for perpetrators and challenges policy makers, law enforcement agencies and civil society organisations working to prevent human trafficking.

The TRACE project was implemented by a multi-disciplinary team made across Europe: Trilateral Research Ltd. from the UK, Vrije Universiteit Brussel, Tilburg University, CBSS TF-THB, the Romanian National Agency against Trafficking in persons, Cyprus Police, the International La Stada Association and Animus Association in Bulgaria.

TRAININGS FOR DIPLOMATIC AND CONSULAR PERSONNEL

Pursuant to our objective to involve diplomatic and consular missions of countries of trafficking origin, transit and/or destination in the CBSS Member States, the TF-THB commenced a second round of tailor-made training seminars for diplomatic and consular personnel in order to increase efforts to assist victims of trafficking and eradicate trafficking in human beings in the Baltic Sea Region. The seminars are designed to meet the specific needs of the countries and composed to provide a platform for sharing of best practices, challenges and knowledge to improve early identification and primary support for victims and potential victims of all forms of human trafficking. In 2015, the training seminars for the foreign diplomatic and consular officials and liaison officers were organised in Riga, Stockholm and Helsinki. More than 160 persons from over 50 countries participated in these training seminars.

ATES – ADDRESSING TRAFFICKING FOR LABOUR EXPLOITATION IN SWEDEN

The TF-THB teamed up with the County Administrative Board of Stockholm in the ATES-project “Addressing trafficking for labour exploitation in Sweden”, which aims to increase the level of awareness of labour trafficking in Sweden. Three study visits were organised to Finland, Belgium and the United Kingdom for representatives of the Swedish Task Force against Trafficking. A high level working group meeting will be organised to discuss steps to be taken in Sweden to address the risk of labour exploitation and trafficking.

Further information on all our past and current projects can be found on our website:

<http://www.cbss.org/safe-secure-region/tfthb>

TRENDS IN HUMAN TRAFFICKING

Human trafficking is a constantly evolving phenomenon which is often driven and influenced by social, economic, cultural and other factors. Such factors are multiple, multifaceted and interlinked, and include, for example, poverty, (gender) discrimination, social exclusion, weak social protection, lack of social or economic opportunities, corruption, a lack of legal and safe migration channels, violence against women and dangers arising from conflict or instability. It is often a particular combination of these push factors and root causes that motivates a growing number of populations to want to migrate in search of better conditions and possibilities. Such factors also characterise the social environment in which trafficking is prevalent, or that enables or facilitates the crime of trafficking. Ultimately, the same circumstances that may lead to a person becoming a victim of trafficking, could also result in the person becoming a trafficker.

In the past three years, there is increasing evidence suggesting that human trafficking criminality has diversified even further and traffickers have developed more complex and multifaceted ways of exploiting persons under their control. Often, human traffickers would rather exert pressure by abusing a trafficked person's vulnerable economic, psychological or social position and making her/him feel dependent on the perpetrator than use outright violence.¹ It has been suggested that the background of trafficked persons is also diversifying, with multiple factors increasing their vulnerability to exploitation. Victims originate from all over the world and present a variety of experiences and educational backgrounds.

Sexual exploitation remains the most commonly identified form of human trafficking. However the picture is diversifying rapidly as new or emerging forms of trafficking are being detected in different parts of Europe, including in the Baltic Sea region. More cases of trafficking for forced criminality, including for the purpose of organised property crime (e.g. shoplifting, pickpocketing), cannabis cultivation and other drug offences as well as for identity and benefit fraud are identified than ever before. Traffickers are using multiple means of control to mislead authorities, exploit victims and maximise their profits. Some countries in the Baltic Sea region, especially Lithuania and Denmark have now identified an increasing number of forced criminality cases. A recent large-scale investigation in Denmark resulted in a trafficking conviction in a case where over 30 Romanian men were exploited for the purpose of conducting various benefit, VAT and tax frauds. In addition, for example Swedish authorities have noted an increase in the number of young Swedish citizens – often males in their 20s – recruited to participate in violent and illegal actions of Islamic extremists in other countries such as Iraq, Syria, Yemen, Ukraine and Somalia.² Although many recruits act independently to join the groups, there are indications that the recruitment methods used target young people of poor socio-economic backgrounds and they are misled and deceived, much like the process of trafficking.³

Norway and Sweden are also detecting a growing number of cases of forced begging, some of which have resulted also in recent trafficking convictions.⁴ Some countries are also detecting increasing numbers of internal cases of trafficking, where their own citizens are being exploited for sexual or other purposes. The first of such cases were recently found in Latvia where young girls were gravely exploited in forced prostitution within the country.⁵

In addition, a growing number of cases of trafficking for forced and sham marriages are now identified in the Baltic countries. In these cases, traffickers recruit women from mainly Eastern Europe countries (including the Baltic countries) with the promise of remuneration and or well-paid jobs in Western Europe and use deception or even force to convince them to conclude sham marriages with third country nationals.⁶ The women are exploited in many different ways, including sexual exploitation and domestic servitude. Especially in Latvia such cases have been frequently detected in recent years. A new research report published by the European Institute for Crime Prevention and Control, affiliated with the United Nations (HEUNI) sheds more light into the phenomenon

in Estonia, Latvia, Lithuania, Slovakia and Ireland and concludes that there are indeed cases of exploitative sham marriages which incorporate elements of human trafficking in all five countries.⁷ They include instances of serious and continued exploitation, sexual and physical violence, limitations of personal freedom and movement, and confiscation of identity documents. There are however considerable challenges in identifying such cases and providing adequate assistance to the victims in question.⁸

There is also growing evidence on the prevalence of widespread labour exploitation and abuse of migrant workers at the European level. While the latest victim statistics at the EU-level show that in 2013-2014, approximately 21 % of registered victims had been exploited in forced labour, the 2015 study conducted by the European Union Agency for Fundamental Rights (FRA) demonstrates that severe labour exploitation is not by any means an isolated or marginal phenomenon and it occurs in all EU Member States.⁹ Previous research in the Baltic Sea region has already demonstrated that labour trafficking also commonly occurs in countries such as Finland, Sweden, Poland, Denmark, Norway and the Russian Federation.¹⁰ More labour trafficking cases are now also detected in Iceland. Estonia, Latvia and Lithuania, on the other hand, are still mainly countries of origin in this regard.

The new migration reality in Europe in 2015 has further demonstrated the increased vulnerability of migrants to different forms of exploitation and trafficking in human beings. According to FRONTEX, EU Member States reported more than 1 820 000 detections of undocumented border-crossing along the external borders in 2015. This never-before-seen figure was more than six times the number of detections reported in 2014.¹¹ Also the number of asylum applications submitted in many CBSS countries were at record levels in 2015, totaling 1 091 894 asylum seekers in Germany,¹² 162 877 in Sweden,¹³ 32 476 in Finland,¹⁴ 31 145 in Norway¹⁵ and 21 316 in Denmark.¹⁶

Migrants can be exploited at any point during their migratory journey in transit countries or at their destination country after arrival. The International Organization for Migration (IOM) field staff conducted a Human Trafficking and Exploitation Prevalence Indication Survey in locations of entry, transit, and exit in Hungary, the former Yugoslav Republic of Macedonia (FYROM), Croatia, Serbia, Slovenia and Greece. At the first stage of the project, 1042 migrants and refugees were interviewed from 7 December 2015 to 22 February 2016. According to initial results, 10% of respondents answered 'yes' to one of the trafficking and exploitation indicators, based on their own direct experience. In addition, 1.2% of respondents had said that while they had not directly experienced situations captured by one of the trafficking and exploitation indicators, a member of their family travelling with them had.¹⁷ The IOM continued conducting the survey in the Eastern Mediterranean route from May 2016 until August 2016 with a sample of 1,729 interviewed migrants and refugees. This time 14% of individuals answered "yes" to one of the trafficking and other exploitative practices indicators.¹⁸

In the summer of 2016, IOM also introduced the survey on the Central Mediterranean Route in Sicily where a sample of 1,346 migrants and refugees were interviewed from June to August 2016. This time the figures were much higher: 76% of individuals answered "yes" to at least one of the trafficking and other exploitative practices indicators included in the survey, and an additional 5% of respondents reported that a family member travelling with her/him had experienced a situation described by one of the trafficking and other exploitative practices indicators. Moreover, 52% of all interviewed migrants reported having worked or provided services for someone during their journey without receiving the agreed remuneration in return. In addition, 47 % of respondents said they had been forced to work or perform activities against their will. Nearly all of these events were reported to have taken place in Libya, Algeria and Nigeria.²⁰ These results demonstrate a very worrying trend suggesting that migrants especially using the Central Mediterranean route face extremely high risk of trafficking and exploitation.

Increasing evidence also suggests that migrant smuggling is often interweaved with human trafficking as a growing number of migrants turned to the services of smugglers to illegally enter the EU.²¹ The charging of large service fees by smugglers has resulted in debt bondage situations and some migrants have been forced into e.g. prostitution or criminal activities in order to pay back their debts to the smugglers. Some smugglers have also directly offered services which include facilitating or providing exploitative work opportunities to pay back the travel debt or to obtain forged documents for residence permits.²² In addition, some migrants have been directly sold to traffickers by their smugglers.²³

Identification of victims of trafficking among the migrant flows has been challenging for authorities in many countries as resources have been used to meet the basic needs of migrants first and new staff have not yet been trained on human trafficking indicators. Authorities in e.g. Germany, Finland,²⁴ Sweden and Norway²⁵ have acknowledged these problems in initial identification, but have indicated that more victims will be identified as the time allows. Indeed, for example the new statistics from first half of 2016 demonstrate an increase in the number of applications of persons into the national assistance system for victims of trafficking in Finland. The majority of these new victims have been sexually exploited outside of Finland.²⁶

Yet another challenge is posed by the situation where a significant proportion of asylum seekers are receiving negative decision on their asylum claims. It has been suggested that this might result in an increase in the undocumented migrant population in e.g. Germany and the Nordic countries. At the same time it must be noted that often irregular migrants face the highest risk of exploitation because of their vulnerable, even clandestine status which is then exploited by traffickers and other criminals, including in the formal or informal job market.

Moreover, migrant children, especially unaccompanied minors, are extremely vulnerable to trafficking and exploitation.²⁷ The number of unaccompanied minors claiming asylum in Europe was at a record high in 2015. For example in Sweden a total 35 369 unaccompanied minors were recorded by the Migration Agency in 2015.²⁸ According to the Federal Association for Unaccompanied Minor Refugees, there were more than 60,000 unaccompanied minors registered in Germany at the end of January 2016.²⁹ Although national data are scattered, there is evidence that significant numbers of these children go missing from asylum centres or other reception facilities and are at risk of abuse and trafficking for multiple purposes (i.e. sexual, labour, begging, criminality etc.).³⁰ For example, in Germany alone, almost 9,000 unaccompanied minors are officially missing, according to new figures by the Bundeskriminalamt (BKA), Germany's national investigative police agency.³¹ Europol has previously noted that especially cases of trafficking of children for forced begging or in forced criminal activities are often falsely perceived as public order issues or petty property crimes and are thus extremely difficult to identify.³²

Different anti-trafficking actors, especially non-governmental organisations have increasingly noted that more and more people are exploited for multiple purposes and in fact different forms of exploitation may in practice overlap or follow each other. This is further complicated by the fact that trafficking in human beings is by its very nature a process rather than a single event, and as such the situation of a single victim may also change over time over a continuum of different levels of abuse and forms of exploitation.³³ It is important to remember that what in the beginning could be considered or identified as verging on exploitation can later turn into something much more grave in nature and ultimately into a situation of trafficking.

This ultimately leads us to the question of trafficking prevention. Whilst prevention is an important component of any anti-trafficking responses, it remains one of the most complex areas of intervention.³⁴ At the same time, engaging in prevention is the key to address such a complex and structural phenomenon as human trafficking. Different national authorities, actors and NGOs have developed some innovative approaches and promising tools to address trafficking in human beings and to prevent different forms of trafficking.³⁵ General awareness raising

campaigns and other such activities have a risk of perpetuating stereotypes and labeling certain groups of people. Additionally improving general awareness of human trafficking is important and the recent Polish public opinion poll demonstrates that the awareness on the topic is increasing.

It is important to make sure that all prevention efforts are integrated in broader policies addressing, for example, gender equality, eradication of poverty and migration management.³⁶ Due to the changing nature of human trafficking, prevention strategies must be flexible and adapted to new situations and circumstances based on timely situational analysis.³⁷ Ideally, targeted prevention measures should address emerging issues, including by establishing outreach services with mobile units and cultural mediators to work with vulnerable populations, referring them to support, and promoting reintegration.³⁸

EXPERT'S VIEWS ON THE FUTURE ASPECTS OF HUMAN TRAFFICKING

Human trafficking is a constantly evolving phenomenon. Since 2000 it has changed radically, but not all the changes and aspects of human trafficking are easy to detect and understand. Often it is a question of not knowing where to look and how to interpret what you see. It is like an X-ray image, one needs the background knowledge and a trained eye to spot the problem. We asked prominent human trafficking experts to analyse the X-ray image of human trafficking and highlight the aspects that have not yet been visible to the naked eye.

Here are the opinions of the experts representing international organisations, state institutions, NGOs and academia. They emphasize some of the common challenges and suggest ways forward to improve anti-trafficking responses.



“It is easy to look away from the uncomfortable truth that trafficking in persons happens all around us. Here in the Western world, we use products and services generated by trafficking victims on a daily basis. The clothes we wear, the food we eat and the furniture we have at home, for example, may all be tainted by exploitation in some part of the supply chain. Trafficking in persons is not a crime that happens somewhere else, involving others. We are all involved.”

Kristiina Kangaspunta – Chief of Crime Research Section – United Nations Office on Drugs and Crime (UNODC)



“The Nordic Council of Ministers has a long record of creating platforms for networking and cooperation with partners in the region. Today there is a great need to follow trends in trafficking in human beings in order to respond in the best possible way. With a strong regional cooperation we can learn from each other and share knowledge about what works and what does not work.”

Dagfinn Høybråten – Secretary General – Nordic Council of Ministers (NCM)



“So often when considering trafficking, the focus is on workers (often migrants) as victims. We fail to respect their own agency to be making choices – often based on a poor set of life options. Often this choice is down to economics and poor employment opportunities. It is also important to understand other very human motivations such as a desire to be part of a different world, to escape, to have an adventure. For women in particular escaping rural patriarchal societies – even in exchange for a life of hard work and possible exploitation – may still be an attractive option. Some of the most interesting work currently being undertaken is the pre-decision engagements and education being undertaken by civil society organisations in these communities. Empowering those at risk of trafficking with better information and other options is one key to preventing exploitation.”

Neill Wilkins – Project Manager Migrant Workers – Institute for Human Rights and Business



“We cannot always spot what is not visible at first glance. Raising awareness and prevention of human trafficking should be intensified. We should focus more on domestic servitude in our neighbourhoods, to raise awareness where the items we buy come from, who produces them and in what conditions. People also need to be more aware about the consequences of disclosing too much of their lives on the Internet.”

Ewa Nowacka – Ministry of Interior and Administration, Poland



"Two aspects immediately pop-up, when one asks the question, what aspects of human trafficking have not yet been visible to the naked eye. First is a real and solid victim centred approach to human trafficking in which not the contribution for a criminal procedure determine the assistance and protection provided but the needs of the victim. Furthermore, the risks of secondary victimisation while cooperating with the authorities are a serious risk that is largely neglected till now. The second aspect is the risk of abuse and exploitation of refugees during their migratory process. Although these practices are gradually documented and uncovered it does not or at least not automatically provide for victim status including victim protection and assistance in the host country."

Conny Rijken – Professor of Human Trafficking and Globalization – Tilburg University, the Netherlands



"The current migration and refugee crisis poses new challenges to our states in the implementation of our anti-trafficking commitments. What specific and practical measures could be recommended in our common struggle to prevent trafficking in human beings in these times of significant upheaval? This is what we have to worry about and discuss."

Dr. Jürgen Thomas – Deputy Head of Division VI b 4 – Federal Ministry of Labour and Social Affairs, Germany



"A lot has been done since 2000: a comprehensive set of policies, national strategies have been developed and inter-institutional cooperation mechanisms have been set up to improve exchange of information, identification and protection of victims, awareness raising activities targeting a broad spectrum of professionals and the general public have been implemented. However, these efforts are meaningless if people remain indifferent. Rephrasing the quote by B. Jasieński: "Do not fear your enemies. The worst they can do is to kill you. Do not fear friends. At worst, they may betray you. Fear those who do not care; they neither kill nor betray, but betrayal and murder exist because of their silent consent", I would like to point out that indifference is what causes and is a breeding ground for human trafficking and does not reduce it."

Lasma Stabina – National Anti-Trafficking Coordinator – Ministry of the Interior, Latvia




"Among the anti-trafficking experts we constantly discuss the new and emerging forms of human trafficking. In this setting we have among others recently discussed the connections of mass scale refugee flows with human trafficking and emerging male victims of trafficking related to sexual exploitation. We know that many people in the field are now following closely the undocumented migrants in order to spot the eventual victims of human trafficking and other such abuse. This is however a group that is not easy to reach even by the NGOs. I may add that traffickers will use the internet and social media more and more to recruit possible victims and one possible scenario is that traffickers will infiltrate legitimate business for trafficking purposes. I would also guess that huge leisure industry will provide possibilities for traffickers to grow also in the Nordic Countries and Baltic Sea area."

Jari Kähkönen – Director of National Assistance System for Victims of Trafficking – Joutseno Reception Centre, Finland




"In my eyes, still we are blind and deaf about demand – demand for better income, bigger profit, and cheaper goods or services, and especially when we refer to public awareness of demand. As a result, even today people are looking for the source of income and often accept any job offer and do not understand that they have become victims of human trafficking. Businesses striving for profit do not realise that sometimes more profit means exploitation of people. The society buying cheap products do not think that they might be supporting exploitation."

Dr. Reda Sirgediene – Senior Adviser on Trafficking in Human Beings – Ministry of the Interior, Lithuania




"I have no doubt that our eyes should be directed towards the wave of migrants coming to Europe. There is a lot of primary evidence that the level of victimisation among those people is very high. There is a lot of violence among them, there are a lot of economic crimes and there is a lot of human trafficking as well. Europe should face these problems. In general, I would say that we know much more about human trafficking in the field of sexual exploitation than in the field of forced labour, so looking for "terra incognita" should be related rather to the later. On the other hand I do not think there are a lot of unknown elements of those phenomena left behind the curtain. Conversely, since we have created a relatively good methodology we are in a position to identify new forms of human trafficking relatively fast. I think we are quite well prepared to analyse the X-ray image. This does not mean that we can sit and rest. There are at least two aspects of forced labour which need immediate action. The first aspect would be those very sophisticated forms of exploitation where at first glance everything looks OK but in fact the rights of workers are violated. The second aspect would be the whole complex of issues related to the demand side of human trafficking and forced labour. Finally, I would point out the treatment of unaccompanied migrant children where there is a lot of pathology which is not yet well recognised."

Prof. Zbigniew Lasocik – Head of the Human Trafficking Studies Center – Warsaw University



"We have made considerable progress, particularly in Europe, in creating a legal and policy framework that better protects those identified as victims of trafficking. However, the numbers of people benefiting from this protection remains small. Migrants, and particularly migrants in an irregular situation, are highly vulnerable to exploitation and abuse, but only a few are ever identified as victims of trafficking. Efforts remain to be made to increase identification of all forms of trafficking, and guarantee subsequent access to assistance in order to prevent victims from falling through the cracks and remain "invisible" to the public eye and more importantly we counter-traffickers fail them. IOM sees the following four points that require particular attention: Better awareness of the risks and scale of human trafficking in crisis situation and its increasingly intertwined links with migrant smuggling; increased identification of cases of trafficking for the purpose of labour exploitation, particularly of males; Prevention of child trafficking and awareness of the specific needs of children; Shedding light on removing all barriers to assistance for all victims, particularly children and EU citizens, as well as guaranteeing access to justice."

Irina Todorova, Regional Thematic Specialist on Counter-Trafficking and Assistance to Vulnerable Migrants, IOM Brussels



"There are many questions but let me highlight one: children of trafficking victims are very vulnerable. Many children are left in the countries of origin of the trafficking victims and are sometimes under the surveillance of the traffickers' network. There is a risk that the children of victims also end up involved in human trafficking. They may also be exposed to threats and violence if their parents do not cooperate with the traffickers. If the victim is identified and cooperates with the police the danger increases for the children at home! A children's perspective should always be included when identifying a victim of human trafficking. Today, the children of victims are invisible."

Ninna Mörner, Swedish Platform Civil Society against Human Trafficking; Centre for Baltic and East European Studies, Södertörn University



“As we shift our focus to new forms of trafficking, we must not remove our attention from exploitation in the prostitution sector. We still have a responsibility to improve ways to assist victims and prosecute traffickers involved in prostitution. The damage done to those exploited in prostitution is worse than in other areas. Otherwise, I think we still have a way to go in seeing clearly the total hopelessness in the life situation of victims. Assistance measures must take into account that many victims have lifelong needs for support. Are countries willing to accept this and take responsibility for long-term and expensive rehabilitation measures?”

Jan Austad, Senior Adviser on Trafficking in Human Beings, Ministry of Justice and Public Security, Norway



“As human trafficking is largely a profit-driven phenomenon, the traffickers move there where profit can be generated. The Finnish National Rapporteur has spotted that forced criminality for the purpose of human trafficking is an emerging problem in Finland: victims are forced to commit crimes in a way which conceals the real profit-makers and puts the victims at risk of unjust punishment. Without an eye-opening training and profound specialisation in trafficking issues, the criminal justice system is unequipped to identify this form of human trafficking and to provide trafficking victims such a protection which is required from the states by the international and European Union legal instruments. Currently, the non-punishment principle covered for example by the CoE Trafficking Convention (Art. 26) seems only theoretical. It seems unclear how the principle should be applied and interpreted and who is responsible for implementing the principle in practice: the police, prosecutors or courts.”

Venla Roth, Senior Adviser, Office of the Ombudsman for Minorities/National Rapporteur, Finland

COUNTRY PROFILES

This section comprises country profiles of the CBSS Member States.

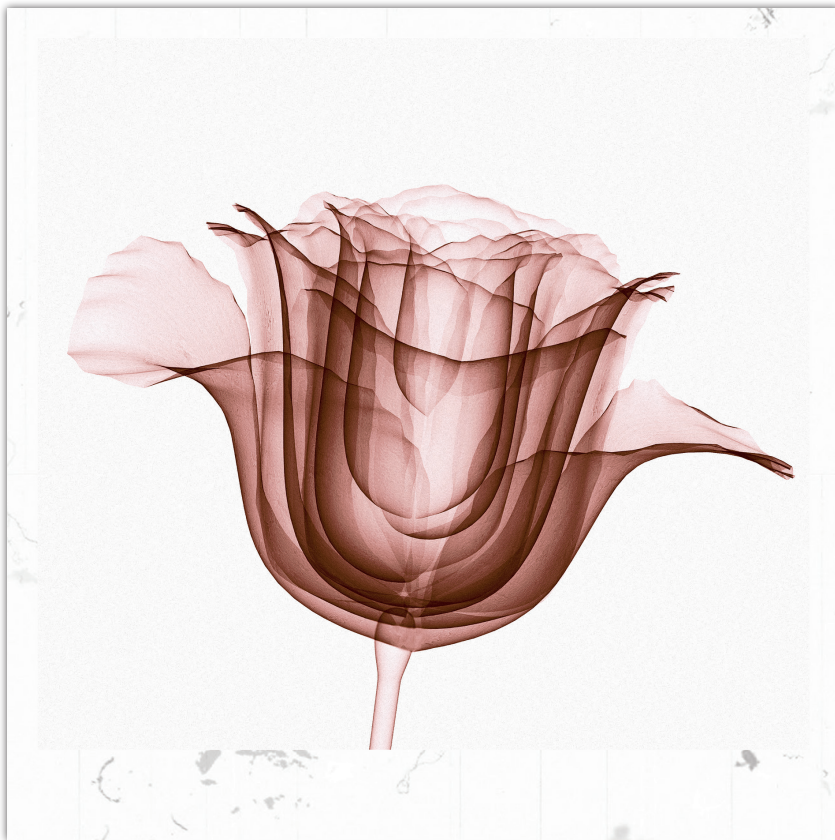
Each country profile gives a brief overview of the current situation in the area of trafficking in human beings, national legal and institutional framework and recent changes in the legislation. It also contains a summary highlighting the national coordination mechanism, main stakeholders and their mandates as well as best practices in preventing trafficking in human beings and statistical data for 2013 – 2015.

DENMARK



OVERVIEW OF THE CURRENT SITUATION IN THE AREA OF TRAFFICKING IN HUMAN BEINGS

Denmark is primarily a country of destination and transit for victims of trafficking in human beings from Africa, Southeast Asia, Southeast Europe, and Latin America. In general, the majority of detected cases concern trafficking for sexual exploitation. Identified victims, mainly women, originate mostly from Nigeria and Romania, but also from other African and Asian countries as well as from within Europe.¹



In the period 2007 to the end of 2015, 511 persons were identified as victims of trafficking in Denmark, nearly 80 % of the victims were trafficked for prostitution.

In contrast to this, in 2015, a new aspect of the trafficking phenomenon emerged with the identification of more than 30 victims of trafficking for forced criminality resulting from an investigation into a broad criminal network; the so-called operation Wasp Nest. The Danish authorities arrested 98 persons, uncovered more than 300 exploited persons and identified 34 victims of trafficking. All the victims were Romanian and most of them were male. They were brought to Denmark, registered under false employment contracts and then had their Danish identity number used to conduct various benefit, VAT and tax frauds.

In addition, various credit cards were taken in the victims' names and their identity was used for online shopping, car leasing, and appliance shopping. The men were housed in poor conditions in the countryside. A total of 22 persons were charged with various criminal offences in the case and 15 were convicted for trafficking crimes in the district courts.²

To a lesser degree women and men are also trafficked to Denmark for the purpose of forced labour. They are exploited mainly in domestic work, cleaning services and restaurants. Several Danish industries have experienced problems associated with the use of migrant labour including undeclared work, pressure on working conditions and, in worst cases, trafficking for forced labour. This is particularly true in industries which employ unskilled and relatively low-paid migrants, such as in cleaning, agriculture and horticulture, construction and the hospitality sector. There are some indications that this trend will continue to grow, despite more authorities and businesses becoming aware of forced labour and increasingly reporting their suspicions to the Danish authorities.³

The numbers are still modest, but minors have also been identified as victims of trafficking by the Danish Authorities in the period 2009-2015. They are forced to sell sex, sell drugs, pickpocket or work in private households.

To raise awareness the Danish Centre against Human Trafficking (CMM) provides training to a wide range of professionals in both Government and Non-government organisations. Relevant actors (e.g. those working in sectors that typically employ migrant workers) have been informed of the phenomenon and are trained in signs of human trafficking, how to respond and what assistance victims of trafficking are eligible for. CMM continuously train authorities such as the police (national and local police and Police Academy students), Immigration officials, Immigration service, some municipalities (primarily regarding child trafficking) and child and youth welfare institutions. CMM has also trained staff in the penal system, including prisons and institutions for young criminals, staff at relevant hospitals and health units, and staff in refugee centers, reception centers (adults and children) and detention centers for irregular migrants, as well as diplomatic and consular staff. To strengthen collaboration with actors in the labour market, labour inspectors and trade union employees have received training on human trafficking.

To ensure focus and actions to prevent trafficking for forced labour in the supply chain in the private sector, CMM has also trained private sector stakeholders, and held a side-event at the Danish Corporate Social Responsibility Awards. CMM has supplemented these efforts by hosting a national conference on forced labour for other stakeholders such as authorities, staff from relevant ministries, trade unions and NGOs.

The Danish authorities emphasise the need to understand human trafficking as a complex phenomenon and the need to keep track of its new and emerging forms. Successful inter-agency cooperation is the key in dealing with trafficking cases, but further training on indicators of trafficking and a proactive approach is needed. It is also important to work together with the victims and encourage them to give witness statements by providing them proper assistance and information about their rights.

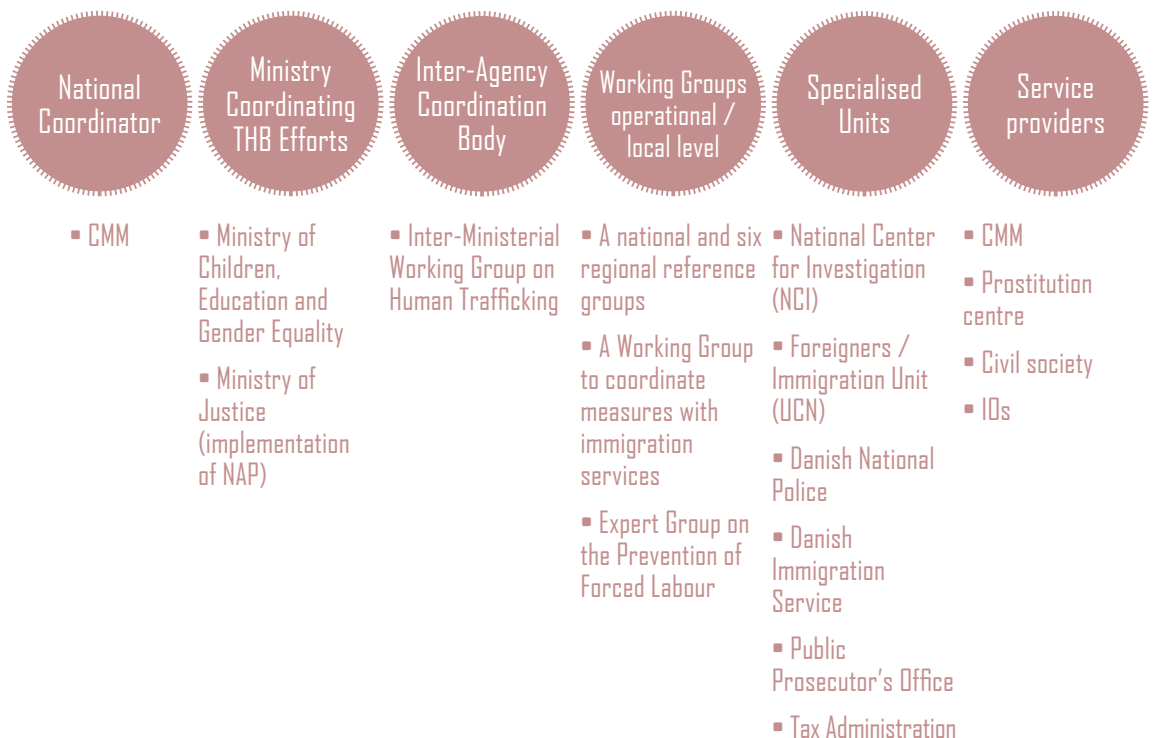
NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

The current legislation on trafficking in human beings in Denmark covers all forms of exploitation indicated in the UN Trafficking Protocol. Denmark has undertaken a number of measures to develop the legal and institutional framework for combating trafficking in human beings.

Denmark introduced a new 4-year National Action Plan (NAP) on fighting trafficking in human beings in 2015. It is a continuation of the previous NAP which covered the years 2011-2014. The pillars of the new 2015-2018 National Action Plan are prevention, identification, support for victims, prosecution of traffickers as well as partnerships and co-ordination. The Inter-Ministerial Working Group to combat trafficking in persons is responsible for the implementation of the NAP in order to ensure progress, coordination and holistic approach.⁴

In 2015 an Amendment to the Action Plan to Combat Trafficking in Human Beings 2015-2018 was adopted. The amendment develops and strengthens the outreach work to individuals who have been trafficked into prostitution or forced labour. In addition, outreach work in relation to foreign nationals operating in brothels is also being enhanced.

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

The **Danish Centre against Human Trafficking (CMM)** is responsible for coordinating and developing social services offered for victims of trafficking, for coordination and cooperation between relevant authorities and for the collection and dissemination of knowledge on human trafficking. CMM contributes to the identification of victims both through outreach and through cooperation with the relevant authorities. Moreover, CMM has the task of developing and strengthening cooperation in the fight against human trafficking across sectors, institutions and organisations.⁵

Ministry of Children, Education and Gender Equality leads the **Inter-Ministerial Working Group on Human Trafficking** which has the overall responsibility for coordinating the government efforts in combating trafficking in human beings. The Ministry is also responsible for ensuring the implementation of the NAP and a number of international initiatives.⁶

The **Danish Immigration Service** assesses whether asylum seekers and foreigners without legal residence in Denmark are victims of human trafficking. The Danish Immigration Service is also responsible for accommodation and protection of victims of trafficking who are asylum seekers or residing in Denmark without valid residence permits. The **Ministry of Justice** has overall responsibility for implementing the NAP in relation to the police and criminal justice efforts.⁷ The **Inter-Ministerial Working Group on Human Trafficking** is coordinating the implementation of the NAP. It is chaired by the **Ministry of Children, Education and Gender Equality** and includes representatives from the Labour Inspectorate, Ministry of Employment, Ministry of Social Affairs and the Interior, Ministry of Immigration, Integration and Housing, CMM, Ministry of Justice, Ministry of Health, Tax Administration, Ministry of Taxation, Ministry of Foreign Affairs and Danish Immigration Service.⁸

Denmark has also established a **National Reference Group** and six **regional reference groups** to ensure consistency in the national procedure for the identification and support to potential victims of trafficking. The groups gather together the relevant authorities (e.g. the Police, the Public Prosecutor's Office, Immigration Service, Tax Administration, trade unions, NGOs etc.). The regional reference groups refer to a national reference group. There will be further work to consolidate and institutionalize these efforts among relevant authorities.⁹

CMM has further established an **Expert Group on the Prevention of Forced Labour** together with the Tax Authority, the National Police and the Labour Inspection. CMM has gathered a collaborative expert group of authorities which includes representatives from the National Police Immigration Centre (NUC), the National Police Intelligence Centre (NEC), the Danish Immigration Service and the Ministry of Children, Education and Gender Equality.¹⁰

The **National Center for Investigation, Danish National Police, the Public Prosecutor's Office**, and the **Tax Administration** have units specialised in anti-trafficking cases. The new Danish Action Plan states that the National Police will continue to work to strengthen cooperation between the police and other relevant actors, such as the tax authority, to ensure coordinated action against human trafficking. In addition, the National Police investigate the possibility of cooperating with other authorities to conduct a profiling of potential victims of trafficking and to proactively examine the relevant sectors at risk and thus identify the prevalence of forced labour in Denmark.¹¹ The Public Prosecutor's Office maintains a list of trafficking convictions and continuously updating the prosecutor guidelines for dealing with cases of human trafficking to make sure they are in line with latest case law and other developments in the field, particularly in connection with labour trafficking.¹² The Tax Administration implements an on-going project on human trafficking to identify traffickers. This is done through coordinated cross-government enforcement actions against prostitution and the industries in which forced labour occurs.¹³

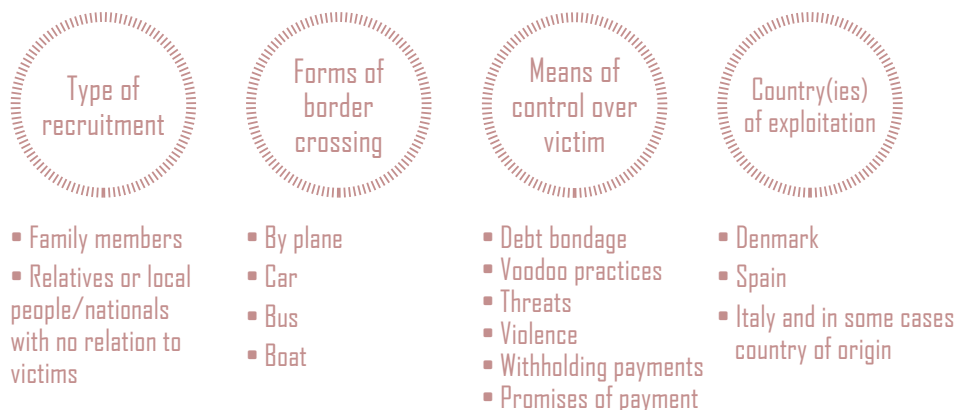
The assistance schemes offered to victims of human trafficking are provided by State-based services (CMM), civil society and international organisations (Nest International, Pro Vest, Danish Red Cross and IOM). The National Action Plan foresees an increased cooperation and knowledge sharing between authorities and relevant NGOs in the field. This includes the organisation of regular meetings between CMM and the Ministry of Children, Education and Gender Equality and NGOs, where current issues are discussed and organisations are informed about what is happening at the authority level.¹⁴ Various services are offered to victims of human trafficking, however in the latest GRETA report on Denmark it is pointed out that strong emphasis remains on repatriation and return of trafficking victims, rather than on a fully-fledged victim-centered approach.¹⁵

BEST PRACTICES

- The Danish Centre against Human Trafficking (CMM) has launched guidelines called “Managing the Risk of Hidden Forced Labour – A Guide for Companies and Employers” which serves as a quick guide for companies and employers risking to become associated with forced labour. The guidelines have been prepared in consultation with a number of different stakeholders, such as the Agency for Labour Market and Recruitment, the Working Environment Authority, the Central Customs and Tax Administration, the Immigration Services, the National Police, the Danish Business Authority and the United Federation of Danish Workers. The guidelines are intended as an awareness, business risk management and practical prevention tool. They describe the risk of human trafficking for forced labour and how best to avoid being associated with such cases unintentionally. Furthermore, they include checklists of a number of measures which may be taken by companies to reduce the risk of hidden forced labour. The Guide has been approved by the Ministry of Children, Education and Gender Equality and the Ministry of Employment. The guide is a part of CMM’s double-edged strategy to combat forced labour by focusing both on private sector engagement and self-regulation as well as on the role of the authorities, inspection and regulation. The CMM has launched a web-based interactive version of the Guidelines and capacity building components incl. training modules for the private and public sectors.¹⁶
- The CMM has received funding from the Nordic Council of Ministers to initiate a trans-Nordic project on prevention of human trafficking for forced labour. The project started in May 2016 and will run until mid-2018. The overall objective of the project is combatting human trafficking for forced labour in the private sector through a strengthening of Nordic initiatives and cooperation. The project comprises the establishment of a Nordic forum of cooperation which will constitute the basis for developing the existing Danish guidelines to prevent hidden forced labour in the private sector into national customized guidelines targeted at supporting the private sector in each country in preventing and discovering hidden forced labour. A set of training modules will also be designed as part of the project in order to underpin the implementation of the guidelines.
- The CMM also launched a nationwide campaign against human trafficking in Denmark in 2014-2015. The campaign focused both on trafficking for sexual exploitation and forced labour. It included a travelling exhibition called “What you do not see” which toured around eight Danish cities. The campaign aimed to highlight that there are victims of trafficking also in Denmark and that all people have a responsibility to combat human trafficking. The campaign provided general information about the indicators of human trafficking and how and to whom people can report on their suspicion of human trafficking. In addition, six campaign films about human trafficking were launched.¹⁷
- A conference on human trafficking for forced labour was organised targeting authorities and social partners in late 2014. The goal of the conference was to contribute knowledge and practical experience in Denmark and abroad about effective measures in tackling forced labour - including preventive measures such as regulation and monitoring. The conference provided an opportunity for dialogue and debate between relevant actors on new challenges and new solutions.

Two projects are funded as part of the amendment to the National Action Plan. The first project focuses on screening selected industries for the purpose identifying victims of human trafficking for forced labour. Specific activities involve outreach work, awareness raising and information dissemination aimed at the target group. These activities are undertaken in cooperation with knowledge institutions to ensure that outcomes and lessons are documented. The other project focuses on developing methods relating to contacting and identifying victims of human trafficking among “escort services” and in prostitution advertised over closed digital messaging platforms. These activities are undertaken in cooperation with knowledge institutions to help produce new information about such forms of prostitution and about possible victims of human trafficking in these circles which are difficult to reach through existing social and health services.

DATA ON THE TRAFFICKING PROCESS



STATISTICS (2013-2015)¹⁸

DATA ON VICTIMS (2013)



TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



(2014)

DATA ON VICTIMS



8

63

71

Nigeria: **38** Vietnam: **2** Gambia: **1**
Romania: **5** Bulgaria: **2** Liberia: **1**
Uganda: **5** Kosovo: **2** Morocco: **1**
Ghana: **3** Slovakia: **1** Afghanistan: **1**
Kenya: **3** Serbia: **1** India: **1**
Brazil: **2** Ukraine: **1** Paraguay: **1**

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



(2015)

DATA ON VICTIMS



42

51

93

Nigeria: **35**
Romania: **41**
Thailand: **4**
Vietnam: **2**
Other: **11**

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



ESTONIA



OVERVIEW OF THE CURRENT SITUATION IN THE AREA OF TRAFFICKING IN HUMAN BEINGS

Estonia is mainly a source and transit country for victims of trafficking in human beings. Men and women from Estonia are exploited in prostitution as well as in forced labour in Northern and Western Europe, particularly in the construction, cleaning, and restaurant sectors as well as in seasonal jobs.



There are also some indications of Estonia being a destination country for victims of trafficking. Men from Ukraine and Poland are subjected to labour exploitation within Estonia, particularly in the construction sector.¹ Labour migration has rapidly increased in Estonia. This has raised the need to also deal with trafficking for forced labour and labour exploitation. The most popular destination country of labour migration for Estonians is Finland followed by the other Nordic countries, Germany and the United Kingdom.²

Some job seekers can be subjected to illegal and dishonest activities on the part of recruitment agencies. These activities include not only the charging of a high and illegal fee for recruitment services, but also cheating job seekers by providing jobs or work conditions that differ from what was promised, or even offering jobs that do not exist. Especially Russian-speaking migrant workers are more likely to be the targets of serious cases of forced labour than Estonian-speaking workers. They have fallen victim to violence and extreme fraud on

the part of the employers or recruiters. On the one hand, this result may reflect the greater vulnerability of Estonian ethnic minorities due to poor awareness of labour regulation and opportunities for assistance.³

During the past few years, more and more cases where young women are forced into sham marriages with a third country national have been identified. Most cases of sham marriages have been reported in Cyprus and Ireland. A research report on the issue will be launched in October 2016.

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

The trafficking provisions of 2012 in the Estonian Penal Code cover various forms of human trafficking: sexual exploitation, forced labour, begging and forced criminal exploitation. The National Strategy for Preventing Violence 2015-2020 includes several action points regarding trafficking in persons. Most of the actions concern victim assistance and awareness raising of human trafficking among practitioners.⁴ For example, in 2015, the Estonian government organised a training session for 20 law enforcement officials to facilitate cooperation on forced labour cases.⁵

One action point, however, focuses on the overview and supervision of work facilitation companies (including posting workers). The aim of this supervision is, on the one hand, to protect workers and those seeking employment from those private facilitation companies that break the norms (requirements) of facilitation stipulated in law. This will improve the possibilities of identifying infringements and, during control raids, to identify cases of human trafficking.⁶

Estonia does not have a national referral mechanism, but there are guidelines in use for the referral and help of victims for the authorities working with trafficking cases. The guidelines were first developed in 2009 and are currently being updated to include the latest changes in Estonian law, and are scheduled to be published in 2016.

The Victim Support Act and other related acts entered into force on 28 April 2013. The Act provides a framework and rules of services for human trafficking victims and sexually abused minors. The victims and, in some cases their family members, have access to victim support services, social welfare services and state compensation to victims of crime. Victims of human trafficking and sexually abused minors have the right to receive various services specified in the Victim Support Act, such as safe accommodation, sustenance, access to necessary health services and psychological assistance. Currently the law requires a police report to be filed for the possible victims to receive state-funded assistance services. If criminal proceedings are not commenced, services are provided to persons only until the Social Insurance Board is notified of refusal to commence criminal proceedings by an investigative body or prosecutor's office. The decision should be made in 10 days.

However, the Victim Support Act will be amended in 2017. The main aim of the changes is to improve the identification of victims through ensuring an easier access to services. Presumed victims can be granted a recovery period of up to 60 days before reporting the offence to authorities. The right to 60 days of services will also concern victims who report to the police and a decision is made to not to start criminal proceedings. Moreover, NGOs will get back their right to identify victims, as they did before 2013.

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

The **Criminal Policy Department** and its **Analysis Division** at the **Ministry of Justice** hold the post of the **National Coordinator on Trafficking in Human Beings** in Estonia. The National Coordinator is Estonia’s equivalent mechanism to the National Rapporteur. The National Coordinator is responsible for setting the agenda for the meetings of the **National Coordination network**, which monitors the implementation of the National Strategy and its Action Plan (NAP). The National Coordinator gathers information on the status of implementation of the measures foreseen by the NAP and collects input and suggestions from different stakeholders for the yearly report on NAP implementation.

No **special anti-trafficking units are in place**, but there are specialists in the police and prosecutor’s offices who have one of the main responsibilities to deal with the cases of human trafficking.

Two NGOs and a health clinic provide government-funded services to victims of trafficking. **NGO “Eluliin”**, established in 1997, offers emotional support and psychological counseling (crisis assistance, psychological rehabilitation, individual counseling etc.), and social counseling to different target groups. The Atoll Centre and the VEGA Centre of the NGO offer shelter and provide services to victims of trafficking for sexual exploitation and persons involved in prostitution. They have five places for women, men and children and are on call 24/7. **NGO SOS Lasteküla** (SOS Children’s Village) has five places for sexually abused, trafficked or unaccompanied children. They are running a 24/7 reception centre since October 2015. **AS Medicum** runs a hospital and a clinic and provide health services to officially identified victims of trafficking.

Living for Tomorrow (LFT) is an NGO with the aim of preventing human trafficking and providing victim assistance, including hotline services. The hotline provides information to individuals who plan to go abroad to work and assist those who have been victimised. In 2015, the hotline received a total of 399 calls from clients (64%) and authorities (36%). The NGO offered legal assistance in 47 cases concerning labour exploitation abroad.⁷ The hotline service is supported by the Ministry of Social Affairs and by the Norwegian Financial Mechanism and it is anonymous and free of charge. Services provided by LFT to potential victims of trafficking are available without having to undergo an official identification process. In addition, LFT also takes part in international trafficking projects and offers trainings for youth, adults and professionals.

BEST PRACTICES

- In autumn 2015 a Garage48 “Trafficking in Persons” hackathon was organised in Tallinn. The event gathered around 80 participants from Estonia, Bulgaria, Latvia, Lithuania, Moldova, the United States, Russia, Armenia, the United Kingdom and Ukraine to develop technologies that could potentially help fight against human trafficking. By the end of the hackathon six projects were presented, including online fora, where victims can rate their previous employees to other job seekers or victims could share their stories, a game to educate children of the dangers of human trafficking, and a website where you could securely store a copy of your travel documents in case they were taken from you or lost. The winner was a THATO platform, which provides tools to NGOs to find and analyze advertisements which have signs of human trafficking.⁸
- In 2013 a special supplement in the daily newspaper Eesti Päevaleht was released, which focused on the theme of human trafficking.⁹
- In 2012-2016 trainings and awareness raising activities were organised through the EU project VISUP (funded by the ISEC programme), which aimed at promoting and developing protection, supporting victims of crime and reducing victimisation, as well as providing a modern and victim centred approach for practitioners who may be exposed to trafficking in human beings in the course of their duties.¹⁰

STATISTICS (2013-2015)¹¹

(2013)

DATA ON VICTIMS RECEIVING GOVERNMENT ASSISTANCE



COUNTRY OF ORIGIN

Estonia: 16
Foreign: 3
Stateless: 3

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



(2014)

DATA ON VICTIMS RECEIVING GOVERNMENT ASSISTANCE



COUNTRY OF ORIGIN

Estonia: 2

TYPE OF EXPLOITATION

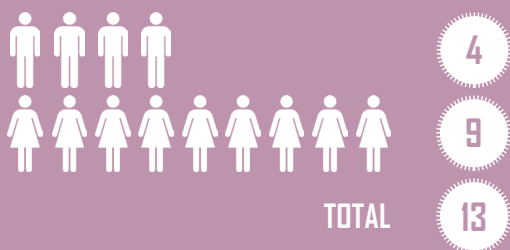


DATA ON CRIMINAL JUSTICE RESPONSES



(2015)

DATA ON VICTIMS RECEIVING GOVERNMENT ASSISTANCE



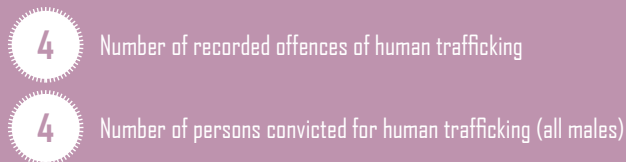
COUNTRY OF ORIGIN

Estonia: 11
Foreign: 2

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



FINLAND



OVERVIEW OF THE CURRENT SITUATION
IN THE AREA OF TRAFFICKING IN HUMAN BEINGS

Finland is a transit, destination, and, to some extent, source country for persons subjected to trafficking for sexual and labour exploitation. In recent years the majority of identified cases of trafficking have been related to labour exploitation rather than sexual exploitation. This may be related to an increased awareness of labour exploitation and labour trafficking amongst Finnish authorities and organisations.



Different actors, such as labour inspectors, trade unions and the police have increased their efforts to address the exploitation of migrant workers, as well as trafficking for forced labour. In 2012, the first conviction for trafficking for forced labour related to a case concerning the exploitation of a Vietnamese woman in a manicure salon and in domestic work in Helsinki.¹ As of June 2016, there have been at least seven convictions for trafficking for forced labour in Finland at first instance. Most of these cases have concerned forced labour in ethnic restaurants, but recent judgments have also concerned forced labour at a wood processing plant, at a plastic factory as well as in the agricultural sector.

Whilst a growing number of labour trafficking cases have been identified in Finland, the small number of identified cases related to sexual exploitation has raised questions among experts. As a result, the 2014 annual

report of the National Rapporteur focused on trafficking for sexual exploitation. The National Rapporteur was concerned that currently very few cases of sexual exploitation are identified in Finland and the threshold for securing a conviction for this form of trafficking remains very high. In many cases, potential victims of human trafficking are not referred to the National Assistance System for victims of human trafficking. Moreover, cases of sexual exploitation with characteristics of human trafficking are mainly treated as procuring offences during investigation, prosecution and conviction.² A recent amendment of the Finnish Criminal Code aims to address this issue by clarifying the difference between procuring and trafficking offences.

According to available statistics, the number of identified victims of sexual exploitation has increased. In 2014, the number of victims of sexual exploitation (32) in the National Assistance System for Victims of Trafficking exceeded the number of victims of labour exploitation (11). However, by comparison, in 2015, a larger number of victims of labour exploitation (27) were identified than victims of sexual exploitation (18). Moreover, many victims of sexual exploitation have usually been exploited outside Finland, while the majority of victims of labour exploitation have been exploited in Finland. The newest available statistics also indicate that several victims of trafficking for domestic servitude as well as trafficking for forced marriage have been accepted into the National Assistance System.³

Information on the profile of the victims also show that people originating from South Saharan Africa and Europe are more likely to be victims of sexual exploitation, while persons from Asia, Northern Africa and Middle East are more likely to be exploited in forced labour.⁴ A significant percentage of trafficking victims identified in Finland were detected by the Finnish asylum authorities who referred up to 35 % of the victims to the National Assistance System in 2014.⁵ In the latter part of 2015, the National Assistance System recorded a 31 % decrease in referrals, especially in terms of referrals made by the reception centres and the police. This was likely caused by the mass influx of asylum seekers after mid-2015 which meant that the authorities were working with very limited resources and had little or no time for victim identification. In addition the newly established asylum centres and their staff lacked training on anti-trafficking issues. Towards the end of 2015, a growing number of reports and referrals concerning asylum seekers who had been exploited during their migratory journey were made to the National Assistance System.⁶

The National Rapporteur has also continued to draw particular attention to the exploitation of wild berry pickers, where indicators of human trafficking are often identified. The foreign berry pickers are in a weak position, with next to no legal protection as they are considered to be independent entrepreneurs.⁷ The Ministry of Employment and Economy recommended in its 2014 report that the enterprises buying the berries should sign employment agreements, creating an employment relationship with the berry pickers.⁸ This would give the workers a legal status that would make it easier to address anomalies and probably also prevent the emergence of problems in the first instance.⁹

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

Finland has recently revised legislation on human trafficking in two parallel projects. These legislative projects aim to prevent all forms of trafficking in human beings, increase the efficiency of action against trafficking and improve the status of victims and the fulfillment of victims' rights.

The legislative basis for providing assistance to victims of trafficking was assessed in 2014 by the Working Group at the Ministry of Interior and resulted in amendments to the legal framework, which came into force on 1 July 2015.¹⁰ The main goal of the new provisions was to clarify the process of identifying and assisting victims of

trafficking and to ensure that the National Assistance System functions in a transparent and a predictable way and is victim-centered in its approach.¹¹ Moreover, the amendments enable the issuance of a recovery period¹² of 30 days to a potential victim when there are reasonable grounds to believe that the person concerned is a victim of human trafficking. The recovery period allows the person concerned to recover and to make an informed decision on cooperating with the authorities. During this period the police and the prosecutor cannot contact the person without her/his permission. The recovery period can be extended by an additional 60 days, if needed. At the end of the recovery period, the Director of the Joutseno Reception Centre has the duty to inform the police about the victim and the case whether or not the victim agrees to cooperate with the authorities.¹³ In addition, the law now includes paragraphs on official identification of a victim of trafficking, which can be undertaken by the pre-investigation authorities, the Finnish Migrant Services or by the Joutseno Reception Centre.¹⁴

The Finnish Criminal Code provisions concerning trafficking in human beings were also amended in 2014 to clarify the distinction between trafficking in human beings and other trafficking related crimes, such as procuring and extortionate work discrimination. Simultaneously, corporate criminal liability and the ban on business operations were extended to cover also the offence of extortionate work discrimination in addition to trafficking offences.

In 2013, the Ministry of Interior Working Group suggested the establishment of a position of a National Coordinator on Trafficking in Persons. The Coordinator was appointed on 1 June 2014 to develop and enhance the cooperation activities between different actors in the national, regional and local levels.

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

The National Coordinator on Trafficking in Persons was appointed within the Ministry of Interior on 1 June 2014. In 2015, the National Coordinator introduced a coordination structure which has several levels. At the highest level, a Ministerial Group and Chiefs of Staff Meetings of the Permanent Secretaries can take trafficking issues into their agendas. At the more practical level, the National Coordinator has established a Coordination Secretariat,¹⁵ which includes representatives from five key ministries. In addition, the Coordinator has established a counter-trafficking network consisting of representatives from 27 actors.

The Secretariat, which is chaired by the National Coordinator, commenced its activities in the beginning of October 2015. The National Rapporteur and relevant actors from the Anti-trafficking Network such as NGOs and the National Assistance System are invited to participate as experts in the meetings of the Secretariat. The first meeting of the Secretariat gathered knowledge on the current state of human trafficking and anti-trafficking activities in Finland. The Secretariat received also suggestions from the National Rapporteur and various Network actors on possible ways of developing the present anti-trafficking activities. The Secretariat also drafted and processed, until August 2016, the draft for a new National Anti-trafficking Action Plan for 2016-2017 which will be adopted by the government. The Anti-trafficking Network has already proven to be an effective channel to share and gather information and invite the relevant experts to different anti-trafficking events. In the near future the Network will cooperate among others on establishing the written description of the Finnish referral practices.

Since 2009, the **Non-Discrimination Ombudsman**¹⁶ has been referred to as the National Rapporteur on Trafficking in Human Beings. Being an independent and autonomous actor, the National Rapporteur monitors phenomena relating to human trafficking and makes proposals, recommendations, opinions and advice relevant to the fight against human trafficking and to guarantee the rights of the victims.

There are no **specialised anti-trafficking units** in Finland. There is a designated police officer in each of 11 regions to serve as local resource person on trafficking issues. The Finnish Prosecution Service has established a system of specialised prosecutors. In addition, the Finnish Immigration Service has one staff member working part time as an anti-trafficking adviser.

The National Assistance System for Victims of Trafficking was established in 2006 and became statutory in 2007. The system is coordinated by a state reception centre for asylum seekers (Joutseno Reception Centre). The centre offers shelter, psychological assistance, medical care, and other services to identified victims of trafficking. In addition, the centre staff offers training, advice and expertise to different national, regional and local organisations and actors and maintains a trafficking hotline service and an internet resource page in multiple languages.

The National Network of NGOs against Human Trafficking was established in 2007. In 2007-2014 the network was coordinated by Pro-tukipiste, and it is currently coordinated by Victim Support Finland (RIKU). The network is an informal coalition, which brings together NGOs and researchers interested in the subject. The network provides a forum for actors to share information and experience of trafficking in persons as well as victim assistance. The four key NGOs active in the counter-trafficking efforts are Victim Support Finland (RIKU), Pro-tukipiste, MONIKA – Multicultural Women's Association and Refugee Advice Centre.

Victim Support Finland (RIKU)¹⁷ offers practical advice and support to victims of crime and conducts advocacy work to improve the social status of crime victims by influencing general attitudes and legislation. In 2015, RIKU appointed a **Coordinator for Assistance of Victims of Trafficking** for 2015-2017 who is focusing on improving

the position of victims of trafficking in general through enhancing cooperation within the NGO sector as well as with the authorities and other relevant actors. RIKU's efforts also include organisation of regional anti-trafficking meetings in several Finnish cities.

These meetings gather among others local NGOs and authorities and other relevant stakeholders. The National Coordinator has also attended these meetings.

Pro-tukipiste¹⁸ offers low threshold social and health services in Helsinki and Tampere for current and former workers in the sex or erotic services industry. The services are free and anonymously available for women, men and transgender individuals from Finland and abroad. Pro-tukipiste further implements Iris Work against trafficking in human beings, which focuses on counter-trafficking efforts in the field of prostitution and promotes human rights, fair treatment, humanity and protection among mobile and vulnerable populations. They also monitor how measures against human trafficking affect these groups.¹⁹ Currently the NGO implements project "Stepping Stones for Identification in Dialogue" which focuses on collecting experiences on identification of victims of trafficking from civil society organisations and developing innovative methods (e.g. via animation) for improving identification of victims, enhancing cooperation between different actors and ensuring better services to trafficked persons.

MONIKA – Multicultural Women's Association²⁰ develops and provides specialised services for immigrant women and their children who have been subjected to violence. Moreover, the NGO does advocacy work in the field of ethnic non-discrimination and violence against women, as well as enhances integration by supporting civil society activities for migrants. The NGO maintains a National Helpline for Migrant Women in Finland and provides low-threshold services to migrant women in multiple languages. In 2012-2014, the NGO implemented the EC-funded project "STOP Traffick!" which focused on demand reduction for the sexual services of victims of trafficking. The project was coordinated by the Immigrant Council of Ireland and had partners also from Bulgaria, Cyprus and Lithuania.²¹

BEST PRACTICES

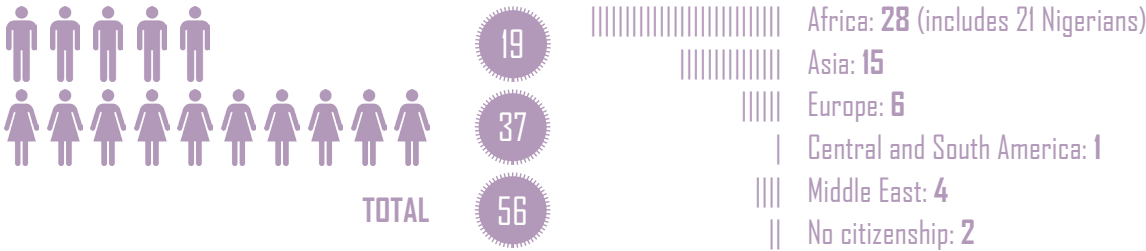
- **HAPKE 2** -project²² of the Joutseno and Oulu Reception Centres focused on the prevention of labour trafficking and improving the identification of victims among asylum seekers. It won the first prize from the Finnish Crime Prevention Council in their annual contest and represented Finland in the European Crime Prevention Awards in 2014. The project produced an action model handbook for the assistance system, developed materials online and published an information booklet on workers' rights targeting asylum seekers. The booklet includes concrete information on work contracts, working hours, wages and collective agreements, and where to seek help if problems occur. The booklet was disseminated to asylum seekers in different reception centres around the country. In addition, workshops were organised in almost all reception centres to train staff and officials on how to use indicators to better detect trafficking victims and persons at-risk of being trafficked. Over 500 people representing a wide variety of actors participated in the project activities. A growing numbers of potential trafficking victims have been referred to the National Assistance System from asylum centres after the training sessions.
- The National Assistance System for Victims of Trafficking maintains a telephone hotline for victims. A poster campaign was organised to increase the visibility of the system which has resulted in a growing number of calls. Moreover, the contacts made via humantrafficking.fi website have increased, and several victims have used the website directly to contact the National Assistance System themselves.²³ In March 2016 the Assistance System celebrated its 10 year anniversary by organising a conference and a range of anti-trafficking activities in Tampere, including showing a series of trafficking related short films during Tampere film festival to raise public awareness on the issue.²⁴

International Organization for Migration Helsinki Office organised an information campaign “How much a person costs” in the spring of 2016. The campaign targets especially youth and aims to provide basic facts about human trafficking and responsible consumerism. It includes a video to be shared online, a campaign website, a radio commercial and online and print advertisements which were developed through public-private partnership in cooperation with the Ressu Upper Secondary school in Helsinki and the Valve marketing agency. The campaign has been very well received in the media.²⁵

STATISTICS (2013-2015)²⁶

(2013)

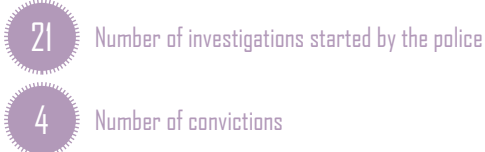
DATA ON VICTIMS



TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



(2014)

DATA ON VICTIMS



TOTAL

12

38

50



TYPE OF EXPLOITATION

11

Sexual

32

Labour

7

Other*

* Other forms of exploitation include forced marriage and forced criminality

DATA ON CRIMINAL JUSTICE RESPONSES

20

Number of investigations started by the police

-

Number of convictions

(2015)

DATA ON VICTIMS



TOTAL

16

36

52



TYPE OF EXPLOITATION

18

Sexual

27

Labour

7

Other*

* Other forms of exploitation include forced marriage and forced criminality

DATA ON CRIMINAL JUSTICE RESPONSES

30

Number of investigations started by the police

7

Number of convictions

GERMANY



OVERVIEW OF THE CURRENT SITUATION
IN THE AREA OF TRAFFICKING IN HUMAN BEINGS

Germany is primarily a country of destination for victims of trafficking in human beings. Sexual exploitation is the main form of trafficking identified and even up to 95 % of victims are women. Victims are mainly from South-Eastern Europe (Romania 38 % and Bulgaria 16%), coming from devastating economic backgrounds and often reluctant to testify against their traffickers.



Different from the many other destination countries, victims from Nigeria only amount to 3%. Also a significant number of German nationals are annually identified as victims of trafficking. In 2015 the majority of offenders were German nationals (24%), Romanians (21%) and Bulgarians (13%). The victim statistics largely reflect the efforts of German authorities: their focus on trafficking for sexual exploitation and that the existing structures are geared towards detecting and assisting such victims. The level of awareness of other forms of trafficking, such as forced labour, domestic servitude, forced begging and forced criminality, is not as high but evolving (see "National legal and institutional framework").

An evaluation, carried out by the foundation of the social democratic party of Germany "Friedrich Ebert Stiftung" and the "Berlin Alliance against Human Trafficking into Labour Exploitation" presents a sobering picture: It takes a long time until criminal proceedings have been concluded and victims do not receive the

protection prescribed by law, the penal sanctions are mostly insufficient - provided a conviction was possible at all - and the profits from labour exploitation are not confiscated. Labour trafficking remains a low risk, high profit crime. Similarly, as in the area of sexual exploitation, it is mostly people with a migrant background who are affected and they work in many different industries, such as in meat processing, construction, agriculture and the catering sector, where they are often exposed to inhumane working conditions. Unlike in the area of sexual exploitation, also many men are affected by labour trafficking and the support structures have not yet adjusted to this situation.

Since mid-2015, Germany has seen a huge influx of refugees. A total of 1,091,894 refugees were registered in Germany in 2015. This has raised a discussion about their vulnerability and suspicions that many could have been exploited during their migratory journey to Germany. The capacity and the resources of authorities to identify victims of trafficking during such an influx have been limited as more attention has been paid to meeting their basic needs first. In recent months the German Federal Government as well as the Länder (Federal States) governments have made huge efforts to protect and assist vulnerable persons among the refugees – including victims of violence and trafficking. The Federal Ministry of Family Affairs, Senior Citizens, Women und Youth (BMFSFJ) is implementing a framework of action for protection and integration with a focus on female refugees. The Federal Office for Migration and Refugees employs “Sonderbeauftragte” (special officers) as decision-makers during the asylum procedure. They hold the interviews and make the decisions in gender-specific persecution cases and cases where there is suspicion of trafficking. Nonetheless challenges remain in the identification and support for trafficking victims. Potentially more victims will be identified in the future. The counselling centres offering support to trafficked persons are also going through challenging times in terms of securing funding and ensuring sufficient capacity to offer easy-to-access assistance to those affected.¹

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

Germany does not have a National Action Plan or a Strategy against Human Trafficking.

In order to fully implement Directive 2011/36/EU the Federal Government introduced a Bill that was passed by the German Bundestag on 7 July 2016, but which is not yet in force. The law includes a new concept for the penal provisions against trafficking that should make them easier to implement in practice. In addition new provisions against exploitation of work and the exploitation by deprivation of personal freedom have been included. Criminal liability is incurred by anyone who, for a fee, undertakes sexual acts on, or allows sexual acts to be undertaken on them by a person who has become the victim of human trafficking and is involved in prostitution, thereby exploiting their personal or financial predicament or helplessness associated with being in a foreign country. Indications thereof might be, for example, traces of violence committed against the victim, the victim’s apparent bad physical condition, or the victim’s extremely intimidated condition.

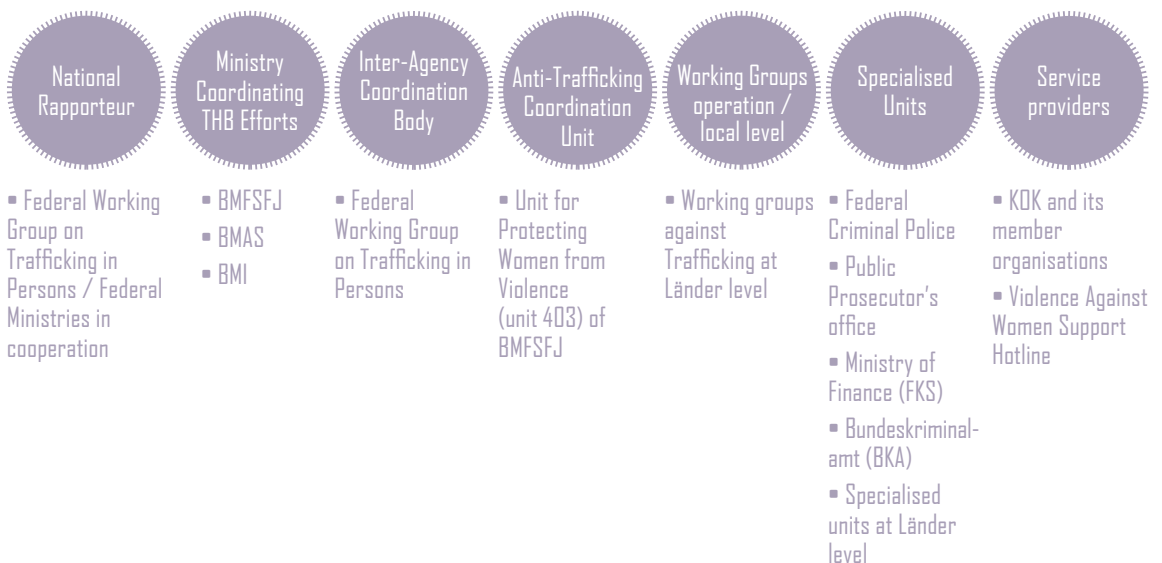
Also on 7 July 2016 the German Bundestag passed a Bill regulating prostitution more broadly, the “Law on Regulating the Business of Prostitution and Protecting Persons working in Prostitution”. The main goal of the law is to improve the protection of persons in legal prostitution. The aim is to empower individuals involved in prostitution in their right to (sexual) self-determination, to create specific legal principles ensuring agreeable working conditions and protecting their health, thus curtailing criminality in prostitution such as trafficking in persons, forced prostitution and procurement. The Bill shall enter into force in 1 July, 2017.

On 1 August 2015 the Act to Revise the Right to Stay and the Termination of Residence entered into force,

improving the situation of victims of trafficking. Under the new legislation, victims of human trafficking who cooperate with law enforcement authorities shall be issued with a residence permit. This residence permit shall regularly be renewed after termination of the criminal procedure for reasons related to personal circumstances or humanitarian concerns, or in the public interest after the victim has participated in criminal proceedings against human traffickers. The new legislation increases legal certainty from the start and makes clear that persons who help bring criminals to justice have a future in Germany. Family members may be allowed to immigrate to join persons holding such a residence permit.

The Federal Ministry of Labour and Social Affairs has initiated a permanent dialogue of various experts in the field of combatting human trafficking for labour exploitation. On the 24 February 2015 the Ministry hosted the first meeting of the Inter-Institutional Group on Trafficking for Labour Exploitation. This Working Group complements the Federal Working Group on Trafficking in Persons, which has been focusing on matters of human trafficking since 1997. Around 50 representatives of Federal Ministries, Ministries of the Länder, social partners, the ILD, the Federal Criminal Police Office and a number of NGOs attended the meeting. The working group will concentrate its work in the near future on reforming Section 233 of the German Criminal Code (human trafficking for the purpose of labour exploitation) together with the Federal Ministry of Justice.

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

Germany is a federal state, in which the Länder have their own governments and parliaments which develop both legislation and policy in the areas where they have been delegated competence according to the German Constitution. Due to this structure, cooperation mechanisms and resources on trafficking in human beings vary between the different Länder.

Germany has not established a **National Rapporteur** but has an equivalent mechanism in the **Federal Working Group on Trafficking in Persons / Federal Ministries in cooperation**. The responsibility for implementing anti-trafficking policies is shared among the relevant ministries, mainly the **Federal Ministry of Family Affairs, Senior Citizens, Women and Youth (BMFSFJ)**, the **Federal Ministry of the Interior (BMI)** and the **Federal**

Ministry for Labour and Social Affairs (BMAS). The Unit for Protecting Women from Violence (unit 403) of the BMFSFJ coordinates actions to prevent and combat trafficking in persons as well as victim assistance. The original mandate of the BMFSFJ concerned the coordination of actions related to trafficking of women. The unit serves as a focal point for work related to all types of trafficking in human beings, and has the mandate to collect information on all actions taken against trafficking in human beings, regardless of the purpose. The BMAS is responsible for all questions dealing with trafficking in human beings for the purpose of labour exploitation.

The unit 403 of the BMFSFJ leads the **Federal Working Group on Trafficking in Persons** which along with the **Working Group on Sexual Exploitation of Children** operates as the nationally coordinated **Inter-Ministerial Task Force**. This Task Force gathers all major governmental and non-governmental actors dealing with trafficking in human beings on the various levels, within the Federal system. The activities of the Working Group include exchange of information on the activities being carried out in the Länder, as well as national, and international bodies; analysis of concrete problems in combating trafficking in women; elaboration of recommendations and, if appropriate, joint campaigns to combat trafficking in women.

Similar coordinating mechanisms have been established in a number of Länder and at the local level, following the model of the Federal Working Group and focusing mainly on trafficking for the purpose of sexual exploitation. Six Länder have formalised groups, thirteen Länder have cooperation agreements, which also include such multidisciplinary working groups.

At the federal level, a specialised unit on trafficking in persons, including trafficking for labour exploitation, is based at the Federal Criminal Police Office's department on organised crime. It performs prosecution of criminal trafficking offenses in cases of organised crime. Many Criminal Police offices at Länder level have specialised units to combat trafficking in human beings.

Taking European and international solutions as orientation, BMFSFJ has recently started a consultation process within the Federal Government in order to explore possibilities to make coordination and reporting of policies against trafficking in human beings more effective.

SERVICE PROVIDERS

Assistance to victims of trafficking is provided by State-based services, including health care providers and counsellors, civil society actors and intergovernmental organisations. Most of the services are designed for female victims of human trafficking for sexual exploitation, however there are also specialised counselling services which also include counselling for men, and/ or victims of human trafficking for labour exploitation. The German NGOs specialising in counter-trafficking measures are members of the **Federal Association against Trafficking in Human Beings (KOK)**. KOK is an umbrella organisation with about 40 members that provide services, such as counselling centres and shelters, medical and psychological care, legal assistance and other services for victims of trafficking. KOK is funded by BMFSFJ; it participates in the Federal Working Group on Trafficking in Persons, and coordinates regular network meetings for its member organisations. State governments also provide additional funding for the support of trafficking victims. However, full medical and psychological assistance is only granted to persons who reside legally in Germany. This includes victims of trafficking who cooperate with law enforcement authorities having a respective residence permit. Individuals who have applied for asylum receive benefits during the determination procedure according to the German Law on Benefits for Asylum Seekers; the same applies to individuals with a toleration permit (so called "Duldung"). These benefits cover basic needs and can additionally cover medical and if needed psychological assistance.

The **Violence Against Women Support Hotline** was established with the support from the German Federal Office

for Family, Senior, Women's and Youth Affairs (BMFSFJ). The hotline provides 24/7 first contact counselling in 15 languages regarding all aspects of violence against women, including human trafficking. Annually several cases of human trafficking are identified by the hotline.²

BEST PRACTICES

- German trade unions, in particular the trade union federation DGB are increasingly active in the fight against labour exploitation, e.g. by lobbying for practical and legal measures to reduce labour exploitation, developing information materials and advising employees.³ The trade unions also run counselling centres on social and labour laws for migrant workers in different languages. Six of these centres are run in the context of DGB-project Fair Mobility, which focuses on offering assistance to migrant workers from Eastern and Central European countries. The project consists of a nationwide network that has been running for over four years. The six advisor centres are located in Berlin, Hamburg, Dortmund, Stuttgart, Frankfurt am Main and Munich. Mobile workers can obtain advice and guidance on labour and social issues in their native languages also informative materials are available in multiple languages.⁴
- Germany strongly supports the initiative "Prevention of Trafficking in Human Beings in Supply Chains through Government Practices and Measures", launched by the OSCE in 2016. The German Government hosted the Berlin Conference and a workshop - the kick off events of the project - from 5 to 8 September 2016. The two events discussed trafficking for labour in supply chains and presented good practices and policy measures in the OSCE area, as well as concrete cases, lessons learned and outstanding gaps in safeguarding ethical sourcing. A number of workshops will be organised in the framework of the project until the end of 2017.
- The KOK coordinated "datACT – data protection in anti-trafficking action" the project resulted in publishing a practical guide "Data Protection Challenges in Anti-Trafficking Policies". The publication includes an overview of the relevant European data protection provisions and a methodology to conduct privacy impact assessments for service providers in the anti-trafficking field. In addition, an analysis for the privacy rights claims for trafficked persons and data protection standards for NGO service providers are provided. The guidance is aimed towards anti-trafficking NGOs, including counselling centres, to protect privacy rights of trafficked persons. It sets a framework of action to evaluate, monitor and initiate data protection impacts in the daily counselling work as well as to assist establishing a long-term data protection strategy in anti-trafficking action by NGOs.⁵
- Among the more than 40 counselling-centres in Germany, Ban Ying e.V. is a specialised counselling centre and one of the oldest women's projects working in Berlin advocating for the rights of migrant women from South-East Asia who have experienced violence, exploitation or human trafficking. Ban Ying runs a shelter that offers an anonymous, protective living space for women who have been affected by human trafficking, including domestic workers of diplomats. The shelter is staffed by two female social workers and two language mediators for Thai and Tagalog.⁶

STATISTICS (2013-2015)⁷

DATA ON VICTIMS (2013)



Bulgaria: **143**
 Romania: **125**
 Germany: **90**
 Hungary: **33**
 Poland: **19**
 Czech Republic: **11**

Ukraine: **3**
 other European: **44**
 Africa: **32**
 America: **4**
 Unknown: **28**

TYPE OF EXPLOITATION



NUMBER OF PERSONS SUSPECTED OF TRAFFICKING



Germany: **176**
 Bulgaria: **144**
 Romania: **93**
 Hungary: **38**
 Turkey: **21**
 Poland: **20**
 Other European: **63**
 Africa: **24**

Asia: **12**
 Unknown: **34**

DATA ON CRIMINAL JUSTICE RESPONSES



(2014)

DATA ON VICTIMS



Romania: **211**
 Bulgaria: **89**
 Germany: **88**
 Hungary: **40**
 Poland: **21**
 Czech Republic: **9**

Ukraine: **6**
 other European: **37**
 Africa: **32**
 Asia: **7**
 America: **6**
 Unknown: **28**

TYPE OF EXPLOITATION



NUMBER OF PERSONS SUSPECTED OF TRAFFICKING



Germany: **120**
 Romania: **106**
 Bulgaria: **102**
 Turkey: **29**
 Hungary: **27**
 Poland: **14**
 Other European: **39**
 Africa: **20**
 Asia: **11**
 America: **1**
 Unknown: **38**

DATA ON CRIMINAL JUSTICE RESPONSES



(2015)

DATA ON VICTIMS



TOTAL

470

Romania: 98

Germany: 97

Bulgaria: 71

Hungary: 44

other European: 36

Albania: 7

Serbia: 5

Turkey: 5

Africa: 20

Asia: 9

America: 2

Unknown: 22

NUMBER OF PERSONS SUSPECTED OF TRAFFICKING



573

Sexual exploitation

24

Forced labour

Germany: 142

Romania: 118

Bulgaria: 76

Hungary: 54

Turkey: 30

Serbia: 14

Albania: 10

Other European: 35

Asia: 26

Africa: 16

America: 3

Unknown: 49

DATA ON CRIMINAL JUSTICE RESPONSES



Number of investigations concluded

364 (Sexual exploitation) | 19 (Forced labour)

ICELAND



OVERVIEW OF THE CURRENT SITUATION
IN THE AREA OF TRAFFICKING IN HUMAN BEINGS

Iceland is a destination and transit country for victims of human trafficking mainly for the purposes of sexual exploitation and forced labour. Iceland is a destination country for women from Africa and Eastern Europe who have been trafficked to Iceland for prostitution and sexual exploitation. A recent Doctoral thesis argues that prostitution that thrives in Iceland is connected to human trafficking. The human traffickers are both foreign as well as Icelandic and are often connected to organized crime abroad.¹



Furthermore, Iceland is a destination country for women and men from Eastern Europe and Asia exploited in forced labour, in particular in restaurants, massage parlours, the construction industry and fish factories.² There have also been some indications of possible cases of trafficking for forced marriage and domestic servitude. There was a big increase in the number of potential trafficking victims identified in 2015 and many of the identified cases relate to labour exploitation.

This might be an indication of an increased level of awareness concerning human trafficking and labour exploitation in Iceland. Indeed labour trafficking has been a focus of the anti-trafficking work of the police in cooperation with other authorities and social partners in the past few years. Moreover, the police and prosecution services have received special training in order to increase their understanding on how to deal with human trafficking cases within the criminal justice system.³ The police have also gained considerable

knowledge and experience in investigating human trafficking cases in recent years. However this has not resulted in any new human trafficking prosecutions or convictions. So far the only trafficking conviction in Iceland was in 2010 in a case where five Lithuanian men found guilty of having brought a 19-year-old woman into Iceland for sexual exploitation in prostitution.⁴

By September 2016, four trafficking cases have been identified, mainly in relation to labour exploitation in the construction industry, hospitality sector and manufacturing of clothes. For example the police are currently investigating a case where two Sri Lankan women were locked in a basement in Southern Iceland and forced to sew clothing for a company that sells its products to an Icelandic clothing line.⁵ Another possible case concerns two Polish women who were exploited while working in a guesthouse with low salaries, long working hours and no days off.⁶ With this increase in the number of police investigations on human trafficking, it is likely that more cases will proceed to court in the near future.

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

The National Action Plan for 2013-2016 is currently being implemented and is a continuation of the first action plan, which covered the period 2009-2012. The second action plan contains 25 actions in four areas (prevention and training; assistance and protection of victims; investigation and prosecution of human trafficking cases; co-ordination, co-operation and evaluation). The main aim of the plan is to strengthen the criminal justice system to combat human trafficking and to support victims of trafficking.⁷

The prevention efforts mentioned in the plan mainly focus on awareness raising and organisation of trainings to relevant professionals, as well as on publishing a manual for front-line professionals on the identification of victims and their referral to assistance and developing a brochure for possible victims. Under victim assistance, the plan refers to the organisation of safe housing, the finalisation of procedures concerning unaccompanied minors, and to the development of guidelines for dealing with cases where the possible trafficking victim is an asylum seeker. Regarding investigation and prosecution, more focus is foreseen on conducting regular risk assessment of trafficking cases in Iceland, and to further develop procedures for the protection of witnesses. Finally, as regards co-ordination and co-operation, the plan foresees e.g. setting up a consultative group of professionals involved in the investigation and prosecution of trafficking cases as well as organisation of regular consultation of relevant stakeholders.⁸

Iceland offers periods of reflection for persons suspected to be victims of trafficking, for six months, and should the victim be willing to cooperate with authorities in a prosecution, the period of reflection can be extended up to one year. This permit can also be extended if the victim is believed to face retribution in the country of origin. Assistance is provided by NGOs with funding from the government. A new immigration law coming into force on January 1st 2017 will extend the length of reflection period to 9 months with the option of a one year renewal.

NATIONAL COORDINATION MECHANISM



- Ministry of Interior
- Ministry of Welfare (assistance to victims)



- Multidisciplinary Steering Group



- Consultation and Cooperation Team
- Action team



- Icelandic Metropolitan Police



- NGOs as well as public health care providers

MAIN STAKEHOLDERS AND THEIR MANDATE

The **Ministry of Interior** is responsible for the implementation of the National Action Plan and for coordinating anti-trafficking efforts in Iceland. The **Ministry of Welfare** is responsible in ensuring that victims of trafficking receive physical, social and psychological assistance they need regardless of their residence status.⁹

The Ministry of Interior has established a **Multidisciplinary Steering Group** to oversee implementation of the National Action Plan, to collect statistics and prioritise different activities and implement them in consultation with the stakeholders concerned. The group meets regularly and include representatives from the two ministries, the police, Icelandic Human Rights Centre, Migration agency, Federation of Trade Unions, and the Reykjavik Municipality.¹⁰

The Icelandic Metropolitan Police has set up a **special investigation unit** which focuses on human trafficking and prostitution. In 2015, the national police commissioner published detailed procedures for police to use to identify, contact, and work with possible victims of human trafficking and to refer them to assistance. Iceland has also formally adopted the EU-issued "Guidelines for the Identification of Victims of Trafficking" and a set of NGO-created interview guidelines for professionals most likely to come into contact with possible victims of trafficking.

The **Ministry of Welfare** has appointed two teams focusing on developing services for trafficking victims. The **Consultation and Cooperation Team** gather around all relevant stakeholders: the Ministry of Welfare, Ministry of the Interior, the Health Care Centre for the City of Reykjavik and surroundings, the Women's Shelter, the National Hospital (the department of mental health), The Metropolitan Police in Reykjavik, the Human Rights Office, Stigamót, Directorate of Immigration, Welfare Department of Reykjavik and the Directorate of Labour. The team meets two to three times per year and works on developing victim assistance policies. The other team is a smaller **Action Team** with focus on enhancing welfare services for victims of human trafficking. This team includes specialists that provide concrete services to the victims as case-by-case basis and comprises of representatives of the Ministry of Welfare, the health care centre for the city of Reykjavik and surroundings, the Women's shelter, The Metropolitan Police in Reykjavik, the Human Rights Office and the Welfare Department of Reykjavik and/or the relevant local services depending on the where they victim was found. This team meets whenever needed.

In Iceland, there are shelters providing assistance to women who are victims of trafficking or who have been in prostitution and are making an effort to transition to a different life. Male trafficking victims do not have specialised services available, but they do have access to social and health services to the same extent as female victims.

Kvennaathvarfið NGO runs a shelter for female victims of domestic violence.¹¹ They also provide shelter to female victims of trafficking. In December 2014, the government signed a two-year agreement to provide funding to offer emergency shelter to female trafficking victims and their children.¹² In addition, the shelter received a large donation from a private individual.¹³

In December 2015, the Icelandic government signed a four-year agreement with the Icelandic Red Cross that specified establishing a hotline for victims of trafficking to access assistance and resources, training of legal professionals, efforts to raise public awareness, and increased cooperation between agencies and organisations involved in the work against human trafficking.¹⁴

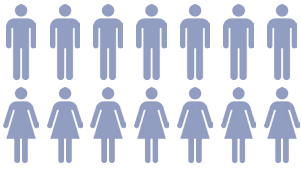
BEST PRACTICES

- As part of the national action plan, there has been a lot of focus on awareness raising and training. Special human trafficking training seminars have been organised for a large group of different professionals who might in their line of work meet potential victims or persons at risk. In 2014, 17 training seminars were organised across the country on victim identification and referral. In 2015, eleven such training seminars were organised. Altogether around 1000 government officials and professionals attended these sessions representing a wide range of actors from the police, health care to social services and trade unions.¹⁵ There has been a lot of interest in the training from the municipalities and local communities. The training seminars have resulted in increased detection of cases, which is also demonstrated by the increase in the number of identified victims according to statistics.
- In 2016, the Icelandic Confederation of Labour (ICL) launched the project “Equal rights, no exceptions” in cooperation with all main trade unions. The object of the project is to combat social dumping and exploitation of workers by all means. One of the main activities is focusing on enhancing work place inspections in cooperation with other parties, such as the Directorate of Internal Revenue, the Directorate of Labour, Administration of Occupational Safety and Health and the National Commissioner of the Icelandic Police. The inspectors have received training to identify possible victims of trafficking and forced labour, and what actions to be taken in such cases. Another approach of the ICL is a comprehensive information campaign on workers’ rights aimed at foreign workers, employers as well as the general public.
- The Icelandic Red Cross will open a hotline for victims of trafficking in the autumn of 2016 at number 1717. The hotline will allow the potential victims a fast access to information and available services. Before then, the next step will be to train volunteers.¹⁶

STATISTICS (2013-2015)¹⁷

(2013)

POTENTIAL TRAFFICKING VICTIMS IDENTIFIED BY THE GOVERNMENT



TOTAL

17

DATA ON CRIMINAL JUSTICE RESPONSES

12

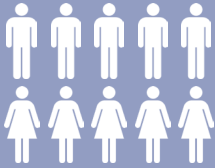
Number of investigations started by the police

0

Number of convictions

(2014)

POTENTIAL TRAFFICKING VICTIMS IDENTIFIED BY THE GOVERNMENT



TOTAL

11

DATA ON CRIMINAL JUSTICE RESPONSES

11

Number of investigations started by the police

0

Number of convictions

(2015)

POTENTIAL TRAFFICKING VICTIMS IDENTIFIED BY THE GOVERNMENT



TOTAL

29

DATA ON CRIMINAL JUSTICE RESPONSES

23

Number of investigations started by the police

0

Number of convictions

LATVIA



OVERVIEW OF THE CURRENT SITUATION IN THE AREA OF TRAFFICKING IN HUMAN BEINGS

Latvia is a country of origin for victims of trafficking in human beings. Latvian men and women have been subjected to trafficking for sexual and labour exploitation in destination countries including Ireland, the United Kingdom, Sweden, Cyprus, Germany, Greece and Brazil. In addition, sham marriages are increasingly an emerging form of exploitation in Latvia.



People in a situation of physical, psychological or economic vulnerability (substance dependency, disability, experience of abuse, declining economic situation, unemployment, loans and debt) are at greater risk of becoming victims of trafficking. From 2015, young girls have been identified as victims of internal trafficking for sexual exploitation.¹

The vast majority of victims identified in 2010-2013 were women and were victims of sexual exploitation; however, in recent years trafficking for labour exploitation and forced/sham marriages with third-country nationals, mostly from Bangladesh, India, and Pakistan has become a major issue in Latvia. In particular, Ireland remains a hot spot for sham marriages.

Since 2004, more than one thousand women from Latvia have been involved in sham marriages in Ireland, the United Kingdom and Cyprus. Despite governmental and NGO efforts to inform people about the risks of human trafficking and regular nationwide awareness raising campaigns, the number of victims of sham marriages remains alarmingly high. Typical victims prone to this form of trafficking are 23-28 year-old females living in urban areas that have or are expecting children. These women are often left vulnerable to domestic servitude and sexual exploitation.

The number of male victims of trafficking accepting assistance has increased significantly in 2014 in comparison to previous years. Only one male victim applied for assistance in 2001, eight male victims received rehabilitation services in 2014. According to experts, a considerable number of people who have been lured into human trafficking have received employment offers via the internet, particularly on social networking sites, such as draugiem.lv or facebook.com; in most cases, potential victims of trafficking do not fully assess and/or understand the situation they are about to enter or have entered.

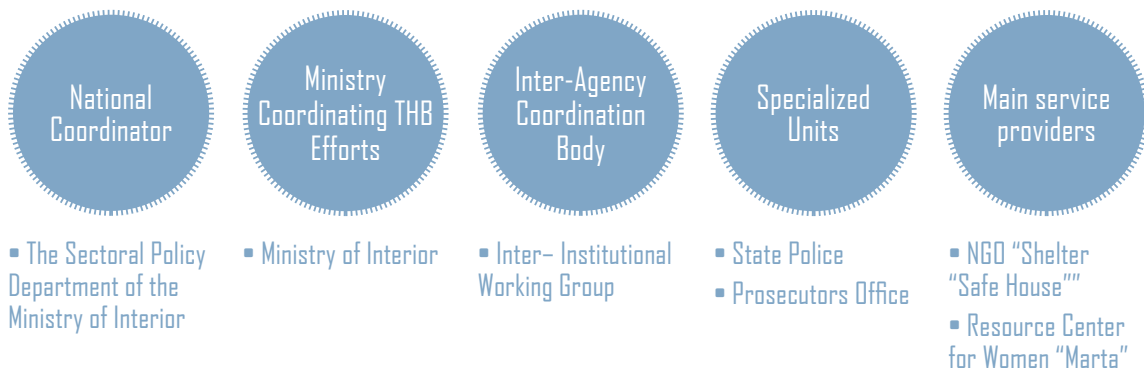
NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK, RECENT CHANGES IN THE LEGISLATION

Latvia has taken a number of measures to strengthen its legal and institutional framework for combating trafficking in human beings. The new anti-trafficking policy planning document was approved by the Government of Latvia on 21 January 2014. The National Strategy for the Prevention of Trafficking in Human Beings 2014–2020 is structured as comprehensive informative material about the human trafficking situation in the country.

To improve the implementation of the anti-trafficking provisions, the Ministry of Justice elaborated amendments to the **Criminal Law Section 154**.² **“Meaning of Human Trafficking”** which supplemented the definition of trafficking in human beings by providing an additional means – abuse of vulnerability.² Within the meaning of this Section a state of vulnerability means that circumstances are being used in which a person has no real or acceptable alternative but to submit to the exploitation. The law enforcement agencies of Latvia believe that this new legal provision regarding a position of vulnerability will be an important tool to bring offenders to justice as previously it was impossible to address those traffickers who abused a position of vulnerability of potential victims of trafficking.

In 2014, a position of the liaison officer at the Embassy of the Republic of Latvia in the United Kingdom was established.

NATIONAL COORDINATION MECHANISM



The **Sectoral Policy Department** of the **Ministry of Interior** is responsible for coordination of the implementation of the National Strategy for the Prevention of Trafficking in Human Beings 2014 – 2020. The National Coordinator of Latvia is considered as an alternative mechanism to the National Rapporteur. The National Coordinator in cooperation with the inter-institutional working group coordinates and monitors implementation of the national anti-trafficking policy, collects and analyses human trafficking data, assesses new trends of human trafficking, organises training activities for a variety of target groups, represents the interests of anti-trafficking stakeholders in the Cabinet of Ministries and Parliament, and provides reporting.

The **Inter-Institutional Working Group** was established by the Prime Minister in 2010 to ensure the exchange of information and coordinated action of public and municipal institutions and NGOs involved in action against trafficking in human beings, under the lead of the National Coordinator. The group meets four times per year and its main objective is to monitor and coordinate the progress of the implementation of the national anti-trafficking strategy.

The **Unit for the Fight against Human Trafficking and Procuring** at the **State Police** is staffed with 20 full-time police officers in Riga. Since 2001, there have been **specialised prosecutors** for human trafficking crimes.

NGOs play an important role in the anti – trafficking efforts in Latvia. NGOs implement various projects aimed at raising awareness of the general public about human trafficking issues, conduct research work, identify and provide assistance to victims and carry out training. The **NGO “Shelter “Safe House””** and the **Resource Centre for Women Marta** are the main non-governmental actors working to prevent human trafficking.³

- From 2008 until June 2015, the NGO “Shelter “Safe House”” was mandated to provide state financed social rehabilitation and reintegration services to victims of human trafficking. In addition, Safe House organised awareness-raising activities to prevent all forms of trafficking in human beings and ensured multidisciplinary trainings for a variety of target groups.
- From 6 March 2015 until the end of 2016, the Resource Centre for Women “Marta” is responsible for the provision of state funded rehabilitation assistance to victims of human trafficking. Marta also assists victims of discrimination and gender violence, promotes mutual support, understanding, and solidarity between women, educates clients about their rights and provides them with relevant information, offers legal services as well as psychological counselling, coaching and general orientation.

The Ministry of Welfare is currently elaborating a new system for provision of state funded rehabilitation assistance to victims of human trafficking. In 2017 any non-governmental organisation which meets the requirements set for the social service provider will be able to provide assistance to victims. The new system envisages that a victim of human trafficking can choose a service provider and receive assistance from the organisation he or she trusts the most.

BEST PRACTICES

Latvia has placed strong emphasis on the prevention of trafficking in human beings, especially focusing on new forms of trafficking, displaying creative and diverse measures to target and prevent fast growing developments in human trafficking such as trafficking for labour exploitation and sham marriages:

- To step up action to combat trafficking in human beings for labour exploitation, an informal inter-institutional

working group was established in 2014 involving the key labour actors in Latvia. The State Labour Inspectorate and the State Employment Agency acknowledged their specific role in combating trafficking in human beings with the purpose of labour exploitation. In addition, following the “Guidelines to Prevent Abusive Recruitment, Exploitative Employment and Trafficking of Migrant Workers” developed in the framework of the transnational project “ADSTRINGO – Addressing trafficking in human beings for labour exploitation through improved partnerships, enhanced diagnostics and intensified organisational approaches”, the State Employment Agency updated its web site regarding information about the issues on licensing and supervision of merchants – providers of work placement services and developed various informative brochures as well as provided trainings for the entrepreneurs.

- Latvia continues to be a regional leader in identifying and preventing sham marriages that put women in highly vulnerable situations, including cases of human trafficking. The Ministry of Interior is the Leading Partner in the international project HESTIA “Preventing human trafficking and sham marriages: A multidisciplinary solution” which brings together five EU Member States (Estonia, Finland, Ireland, Latvia, Lithuania, and the Slovak Republic).⁴ The main purpose of the HESTIA project is to create a shared understanding of a new, evolving form of trafficking in human beings – exploitative sham marriages, and to provide a precise definition of sham marriages as a form of human trafficking.
- Targeted awareness raising activities have been organised to inform the general public about the problem of trafficking in human beings in its various forms. The prevention activities have specifically focused on vulnerable persons in economically and socially disadvantaged situations. One of the most successful informative activities has been an info-trailer which was developed by the NGO “Shelter “Safe house””. The info-trailer is an interactive tool used during trainings for children, young people, adults and practitioners. The inside of a small caravan is turned into a symbolic setting depicting living conditions and horrors of persons trafficked for various forms of exploitation. Trafficking for labour exploitation, sham marriages and sexual exploitation is presented by using symbols easily translated by everyone. More than 2000 school children have learned about the risks of human trafficking using this interactive training tool. The initiative was recognised as one of the best prevention practices at the EUPCN Best Practice Conference in Rome, Italy in December 2014.
- Since 2010, Riga City Council has taken an active role in combating trafficking in human beings. It is implementing a project “Preventive measures for the elimination of human trafficking”. In the framework of this local initiative, regular trainings are conducted to a variety of target groups: social workers, social pedagogues, and municipal police officers of Riga municipality. During a five-year period, regular training sessions have been provided to more than 400 municipal employees of Riga city. In addition, Riga City Council annually publishes an informative booklet “Prevention of Human Trafficking” in Latvian and Russian languages. The main purpose of the material is to inform the general society about the risks and threats of human trafficking, the available assistance to victims, and the provision of relevant contacts of stakeholders involved in combating human trafficking.

STATISTICS (2013-2015)⁵

DATA ON VICTIMS (2013)



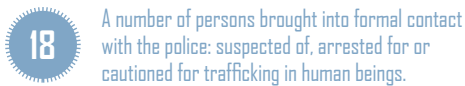
TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



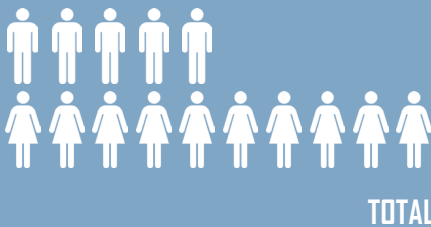
DATA ON TRAFFICKERS



Nationality:
Latvian

(2014)

DATA ON VICTIMS



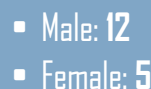
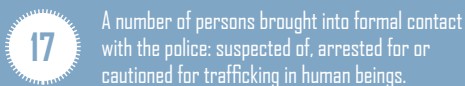
TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



DATA ON TRAFFICKERS



Nationality:
Latvian

(2015)

DATA ON VICTIMS



TOTAL



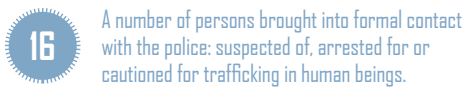
TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



DATA ON TRAFFICKERS



- Male: 5
- Female: 11



Nationality: Latvian

DATA ON THE TRAFFICKING PROCESS

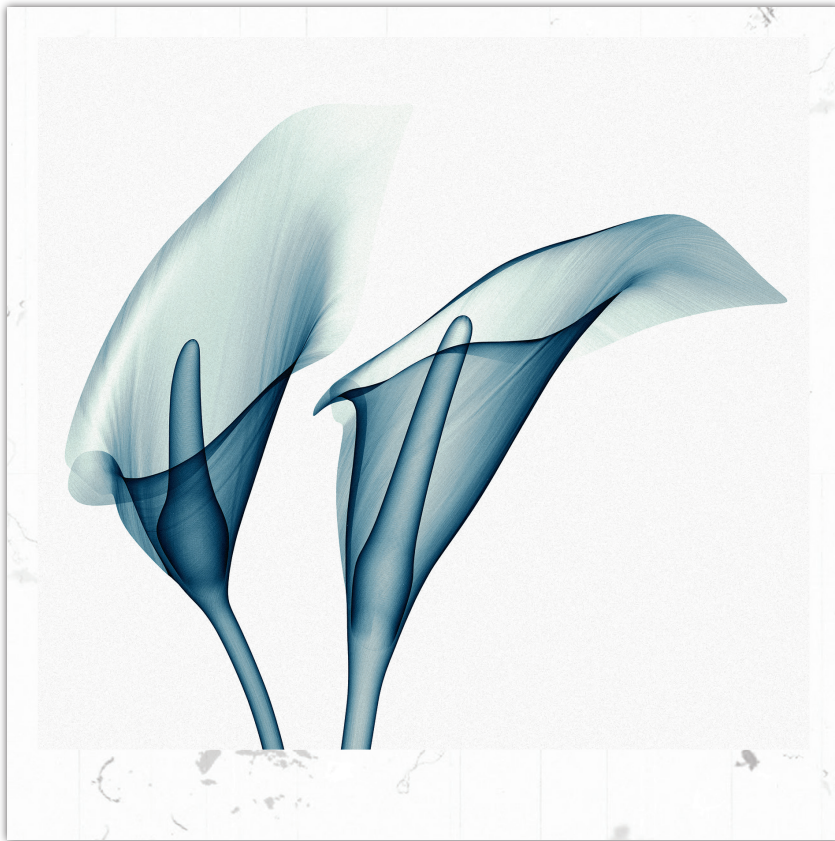
Year	2013	2014	2015
Forms of border crossing	-	Legal	-
Means of control over victim	Emotional abuse and manipulation, using a situation of vulnerability	Emotional abuse and manipulation, using a situation of vulnerability	Emotional abuse and manipulation, using a situation of vulnerability
Country(ies) of exploitation	Ireland: 11 United Kingdom: 4 Cyprus: 2 Portugal: 1 Colombia: 1 the Netherlands: 1 Spain: 1	Sweden: 3 Cyprus: 2 Germany: 2 Greece: 2 Ireland: 1 United Kingdom: 1 Brazil: 1 USA: 1	Ireland: 3 Cyprus: 3 Latvia: 3 USA: 1

LITHUANIA



OVERVIEW OF THE CURRENT SITUATION
IN THE AREA OF TRAFFICKING IN HUMAN BEINGS

Lithuania is mainly a source country for trafficking in human beings for sexual and labour exploitation, as well as for forced criminality and forced marriages. It is also a destination and transit country for sexual and labour trafficking. During recent years, the total number of criminal investigations initiated has been increasing: from 11 in 2012, 23 in 2013, 24 in 2014 to 27 in 2015. Since 2013, the majority of the criminal investigations initiated have been related to non-sexual exploitation.



The majority of Lithuanians are exploited in the United Kingdom. The United Kingdom was the only target country for Lithuanian victims of human trafficking for forced labour and forced marriages identified during criminal investigations in 2015. Destination countries of Lithuanian victims of human trafficking for sexual exploitation identified in 2015 were Lithuania, Italy, Germany, Ireland, Denmark, France, the Netherlands, and the United Kingdom, and for forced criminal activities: the United Kingdom, the Netherlands, Finland, Germany, Columbia, Lithuania, Denmark, Norway, Russia and France. Since 2013, the numbers of men and women recognised as victims in criminal investigations remain similar; mostly Lithuanian.

The perpetrators are often also Lithuanian. For example in early 2016, two Lithuanian men were found guilty of trafficking and exploiting two of their countrymen working in food factories in the UK.¹ In 2015, the first joint

investigation team on human trafficking for forced marriages was initiated together with the United Kingdom. In the future, the Lithuanian authorities are hoping to engage in preventative work together with the Lithuanian communities abroad, especially in the United Kingdom, and use that to increase awareness about victim's rights and indicators of human trafficking.

The recent criminal investigations reflect that the majority of victims of human trafficking are recruited in public places by offering them a better-paid job. The groups particularly vulnerable to becoming victims of trafficking in Lithuania are young people who reside in orphanages and state-run foster homes as well as people with psychological or financial difficulties. Awareness raising and other preventative efforts have been especially targeted towards this population noting the main method of recruitment. Moreover, the focus of anti-trafficking work has been on developing the capacity at the local level, especially in municipalities that have been affected by the phenomenon.

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

Lithuania has recently taken a number of measures to improve the policy framework for combating trafficking in human beings.

On 17 December 2015, Prosecutor General, Minister of the Interior and Minister of Social Security and Labour signed an Order on adoption of Recommendations regarding identification of victims of trafficking, criminal investigations and interagency cooperation. At an official ceremony, five NGOs rendering assistance to victims of trafficking under state funding (two of them belong to Caritas, Klaipeda Social and Psychological Support Center, Association Men Crisis Center in Kaunas, and Missing Persons Families' Support Center in Vilnius) and the IOM Vilnius Office signed a cooperation declaration in applying the Recommendations in their daily tasks.

The Governmental Resolution on strengthening coordination of the fight against human trafficking was drafted by the Ministry of the Interior in cooperation with responsible agencies. The Resolution was adopted by the Government on 11 August 2016. It establishes an interagency commission for coordination of planning and implementation of all counter-trafficking efforts in Lithuania, as well as defines the list of the agencies that are responsible for planning and implementation of counter-trafficking actions.

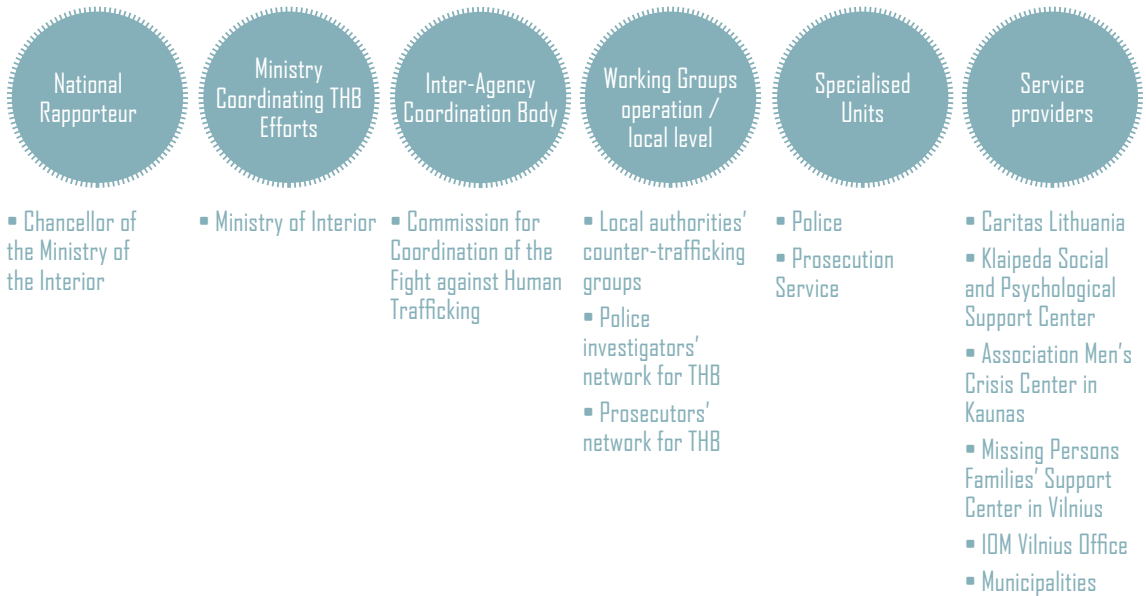
The inter-institutional action plan to implement the State Security Development for 2015–2025 Programme, adopted on 7 May 2015, was drafted by the Ministry of the Interior and adopted by the Government on 13 April 2016. One of the tasks of the Programme is to enhance fight against human trafficking.

To expand the spectrum of activities against human trafficking, the Ministry of the Interior drafted a comprehensive separate action plan for the fight against trafficking in human beings for 2017–2019 in cooperation with responsible governmental agencies, municipalities, and NGOs. It was approved by the Minister of the Interior on 29 August 2016. The plan contains actions under four main objectives: to strengthen coordination of the fight against human trafficking, to develop prevention of human trafficking and criminal investigations against this crime, to enhance the system for rendering assistance to victims of human trafficking and people at risk to become victims of this crime, and to extend the capacities of specialists who might get in contact with victims of human trafficking. In addition, the budget for the fight against human trafficking has been increased.

It is expected that the implementation of the plan will attract new actors including the church and Lithuanian communities abroad, especially in the United Kingdom, in the fight against human trafficking.

A draft Governmental Resolution on the appointment of the National Rapporteur for human trafficking and national procedures of relevant data management and release has been drafted by the Ministry of the Interior and is under discussions by relevant national agencies, municipalities, NGOs, and IOM Vilnius Office

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

The **Ministry of the Interior** has a coordinating role in the work against trafficking in human beings. The **Commission for Coordination of the Fight against Human Trafficking** was set up by the Government on 11 August 2016. The Commission is chaired by the **Chancellor of the Ministry of the Interior**. It has been tasked to coordinate activities and actions of national and municipal bodies in the fight against human trafficking, the implementation of which in responsible bodies is ensured by their membership in the Commission. The Ministry of the Interior also coordinates the implementation of the inter-institutional Action Plan to implement the State Security Development for 2015–2025 Programme and the Action Plan for the fight against trafficking in human beings for 2017-2019 approved by the Minister of the Interior.

There is no Anti-Trafficking Coordination Unit, but rather **focal points** at each responsible institution performing coordination functions within their competence. **The police and prosecutors** have dedicated officers at the national and regional levels. In addition, each responsible public and private actor has at least one specialist involved in combating trafficking in human beings within the competence of her/his institution.

Currently, various assistance and support measures are provided to victims of trafficking through several NGOs, municipalities, and IOM Vilnius office within their competence.

Caritas Lithuania is the main service provider to victims of human trafficking in Lithuania. The services are rendered under the projects by Caritas Lithuania and the Archdiocese of Vilnius funded from the state budget through the Ministry of Social Security and Labour. Victims of human trafficking are provided with safe shelter, psychosocial support, legal advice, job training and other assistance based on the individual needs of the victim.

Caritas Lithuania also implements several different trafficking related projects and maintains a trafficking related website at <http://www.anti-trafficking.lt>.

Klaipeda Social and Psychological Services Center is an NGO that was established in Klaipeda in 2003. It provides social, psychological and legal assistance and rehabilitation and reintegration support to women who have suffered any form of close relationship violence, including human trafficking. The Centre also has an anonymous toll free helpline 8 800 66366 and it engages in educational and research activities as well as preventive trainings (police officers, social workers, youth from risk groups, etc.). **Association Men's Crisis Center** in Kaunas is an NGO organising assistance and awareness raising to men and boys. **Missing Persons Families' Support Centre** in Vilnius is an NGO rendering assistance in cases of human trafficking and if persons are missing. Also this organisation maintains the free international line 116000 for missing children, implements preventive and educational activities.

BEST PRACTICES

- Caritas Lithuania together with the Ministry of the Interior and the Ministry of Social Security and Labour, Oslo police and Norwegian NGO "Rosa", as well as Vilnius, Kaunas, Klaipeda, Siauliai and Panevezys City and Marijampole municipalities implemented a project "Lithuanian Society against human trafficking: the model of systematic approach" in 2013–2015 funded by EEA financial mechanism. During the project, a systematic model for assistance rendering for victims of human trafficking and coordination of efforts on municipality level was elaborated and put into practice, as well as relevant specialists were trained. In addition, follow up training sessions were organised by the Ministry of Social Security and Labour in 2015.
- Caritas Lithuania together with the Ministry of the Interior and the Ministry of Social Security and Labour implemented a project "Systematic human trafficking prevention model: inter-agency cooperation" in 2013-2015 in five municipalities in Lithuania: Kaunas, Klaipeda, Siauliai, Panevezys and Marijampole. The project focused on awareness raising and engagement with young people, especially those living in the orphanages, risk families or in foster homes. Cooperation with schools, children's homes, universities, communities enabled access to the group and additional publicity strategy focused on social media. Several preventive activities were organised in universities, schools and child care facilities. Another target group was professionals working with human trafficking issues: the police, local governments, public prosecutors and social services. The project aimed to improve their skills and capacity to deal with trafficking cases by i.e. organising a round table discussion on the problems of human trafficking and inter-agency cooperation and organising a conference in Kaunas.²
- Caritas Lithuania has created a human trafficking "exhibition on wheels" that fits into a small trailer and can be exhibited around the country. During the one and a half years the trailer has travelled to a lot of places, inviting visitors to get acquainted with the reality of human trafficking, read letters from the victims, to discuss and sign a petition. The exposition has been very well received, especially by young people who say they realise the need to critically review job offers that appear too attractive and make sure they know how to protect themselves.³

STATISTICS (2013-2015)⁴

DATA ON VICTIMS (2013)



Including 10 minors

TOTAL

23

24

47

Nationality: **Mainly Lithuanian**

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



(2014)

DATA ON VICTIMS



Including 3 minors

TOTAL

27

20

47

Nationality: **Mainly Lithuanian**

TYPE OF EXPLOITATION

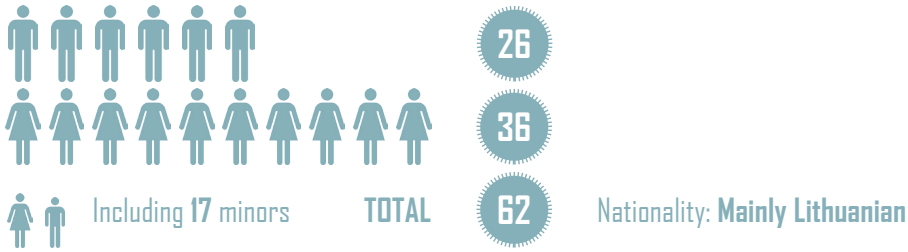


DATA ON CRIMINAL JUSTICE RESPONSES



(2015)

DATA ON VICTIMS



TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



NORWAY



OVERVIEW OF THE CURRENT SITUATION
IN THE AREA OF TRAFFICKING IN HUMAN BEINGS

Norway is a destination and, to some extent, a transit and source country for victims of trafficking in human beings for sexual exploitation, forced labour and forced begging. Most of the victims identified in Norway originate from Nigeria, while others come from Europe (Romania, Russia, Albania, Poland and Bulgaria), Asia (The Philippines, Pakistan, India, Afghanistan) and Africa (Algeria, Eritrea, Kenya, Ethiopia, Morocco, Sudan, and Somalia).



Although the majority of identified victims are women and victims of sexual exploitation, the government and NGOs suspect that victims of labour exploitation are more likely to remain unidentified. However, a growing number of cases concerning forced labour and services have also been uncovered in the recent years. They have been uncovered for example in construction and the service sectors and in domestic work, including the au-pair sector. For the first time in 2014 the Norwegian authorities investigated more cases related to forced labour and services than sexual exploitation – 68 cases out of a total of 106 cases.¹ However, in 2015 the majority of trafficking investigations again concerned sexual exploitation.

Norway is also a destination country for a number of people being subjected to forced begging and criminal activity. They are brought to Norway in order to earn money as flower-sellers, street musicians, drug sellers etc. There are different views on how organized these activities are and whether or not organized criminal

groups are involved.² A case from 2012 demonstrates that trafficking can occur also on a small scale. In 2012, a Romanian-speaking outreach worker in Oslo noticed that a Romanian woman begging on the streets of Oslo with four other people seemed scared and nervous. The police started an investigation and identified two suspects, men from Romania and Kosovo. The suspects had recruited four men and one woman in Romania by promising them work in Norway. The victims' ID cards were removed and the two suspects said that they would get the cards back upon payment of a total of €1000. The victims were threatened and forced to steal petrol and beg. Oslo District Court convicted the two men on several counts of trafficking in January 2015.

Furthermore, a large case concerning trafficking for forced labour in grocery stores came before the court in 2016. An extensive cooperation task force was involved in the investigation of the case, which identified 35 possible perpetrators. The case relies heavily on witness statements from 10 victims who were exploited while working in grocery stores. They are mainly young, uneducated men from Pakistan. The case involves 13 defendants who are separately represented by a defense lawyer. Each of the victims has been subjected to intense cross-examination from the defense. Their ordeal in court raises questions about the court system's ability to facilitate the participation of vulnerable witnesses and tackle trafficking cases in a manner that is compatible with a human rights approach.

By June 2016 Norwegian courts have given a total of 41 convictions on human trafficking. Only two of the convictions concern exploitation for the purpose of forced labour. Six judgments concern exploitation in various forms of other forced services, such as begging. The remaining convictions relate to trafficking for sexual exploitation.³

In 2015, a mass influx of migrants came to Norway, totaling over 30000 asylum seekers. Many, especially unaccompanied children, could be vulnerable to human trafficking and exploitation. The National Coordinating Unit for Victims of Trafficking (KOM) emphasises that in such situations it is important to be proactive and make sure that anyone who comes into contact with potential victims has sufficient knowledge and expertise to detect and identify victims of trafficking. There is also an increased need for information sharing and awareness raising targeting the general public, professionals working with migration management as well as the migrants themselves.⁴ Other priorities include prioritizing trafficking at all levels of agencies and organisations, strengthening inter-agency and interdisciplinary cooperation and ensuring that all assistance given to victims of trafficking meets their specific needs and agreed quality criteria. The KOM has also suggested establishing a more formalised national system for the identification, referral and follow-up of all assistance efforts.⁵

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

The Norwegian criminal code was amended on 1 October 2015 and introduced two new paragraphs for trafficking offenses (§ 257 and § 258). The maximum sentence for human trafficking was increased to six years, while the maximum sentence for aggravated trafficking remains at 10 years.

Norway criminalised the purchasing of sexual services in 2009 to reduce demand. The ban was evaluated in 2014. According to the evaluation report, the ban has reduced demand for commercial sex and thus contributes to reducing the extent of prostitution in Norway. The report argues that enforcement of the ban, in combination with the laws against trafficking and procuring, makes Norway a less attractive country for prostitution based trafficking. No evidence was found of more violence against prostitutes after the criminalisation entered into force.⁶ Norway is finalising a new National Action Plan.

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

The Ministry of Justice and Public Security has the main responsibility for coordinating all government efforts against trafficking in human beings. This cooperation takes place mainly through the work of an **Inter-Ministerial Working Group** (interdepartemental arbeidsgruppe) on trafficking in persons, which the Ministry heads.

The National Coordinating Unit for Victims of Trafficking: KOM (Koordineringsenheten for Ofre for Menneskehandel) was established in 2006 and is administered by the Police Directorate. The primary role of KOM is to improve coordination between the authorities and other organisations and act as an anti-trafficking coordination mechanism and resource unit. The main goals of KOM are to reduce a number of persons subjected to trafficking, criminal networks and the possibility to use Norway as a transit country by networking, providing assistance to relevant actors, conducting training for staff within different agencies, improving guidelines for cross-disciplinary cooperation, and publishing annual status reports on trends, challenges and areas where more research is needed.

The KOM unit cooperates with the ministries and directorates, which are responsible for implementing the National Action Plan against Human Trafficking, with the Police, the Prosecuting Authority, trade unions, lawyers, and IQM.

In 2015, it was decided that all of the 12 police districts in Norway should establish a trafficking unit. So far 15 million kroner have been earmarked annually for these units in Norway's five largest police districts, under the supervision of the police directorate. They focus on trafficking for sexual exploitation, procuring and begging, and work proactively through data collection, intelligence-gathering and investigations in cooperation with national and international partners.

The Norwegian system is based on a flexible case management approach that allows victims of trafficking to access manifold services. Municipalities have the main responsibility of organising assistance to victims of trafficking, but in practice this is done in close cooperation between municipal, state, private actors and NGOs, such as the PRO Centre, Red Cross and Salvation Army. There are however differences in the way different services are organised and the extent they are available to adult and child victims in different cities. For example in Oslo and Bergen there are big differences in the number of identified victims, those victims who receive municipal assistance and the number of convictions.⁷

The **ROSA project**, which stands for re-establishment, organising safe places to stay, security and assistance, began in 2005. It is funded by the Ministry of Justice and administered by Kriसेntersekretariatet (a secretariat for crisis centres). ROSA coordinates a country-wide service that offers safe housing and assistance to trafficking victims and has been a driving force in the efforts to raise awareness of the social and welfare needs of victims. Most victims assisted are women and they have been subjected to sexual exploitation. Assisting male victims and finding them a suitable place to stay is still quite challenging.⁸

In 2009, the **Church City Mission Nadheim** in Oslo established Lauras Hus, a state funded communal living project which consists of six apartments with shared common areas located in the same house, and one external apartment. The project targets female trafficking victims and their children. There is a strong focus on physical and mental health, especially psychosomatic challenges, and trauma with the aim of maximising the residents' ability to manage their own lives. In order to ensure maximum security Lauras Hus cooperates with ROSA and the Grønerløkka labour and welfare authority on intake and discharges. Nadheim also cooperates closely with the police, other public agencies and NGOs that offer the inhabitants of the centre health and social services, language and other courses, vocational rehabilitation and employment.

Various service providers such as the Red Cross, ROSA, the Church City Mission and PRO Center also assist trafficking victims and persons at risk to be trafficked. They provide potential victims different services and information regarding their rights in Norway. Several of the persons receiving assistance are paperless and may not be registered as victims by the authorities. Therefore it is important that they can access services provided by the NGOs without contacting authorities.

BEST PRACTICES

- Several of Norway's largest municipalities have established inter agency operational teams (TOT) to coordinate the local response measures. Their main task is to ensure the victims safety and needs of assistance.⁹ For example in Bergen, the local authorities have secured more convictions on trafficking than any other region in Norway, many of them concerning cases of child trafficking. A TOT team which consists of representatives from local law enforcement authorities, municipality and beyond has built up knowledge and expertise over time. The TOT facilitates effective cooperation and aims to gather within 24 hours when a child who is suspected to be a victim of trafficking is detected. Moreover, work on human trafficking cases is considered a high priority for the Bergen Police. They have specialized police lawyers and investigators who work together in the same group and investigate all trafficking related cases in an integrated manner. Both Norwegian authorities and NGOs have complemented their success in combating trafficking in the Bergen area.¹⁰
- In April 2016, the Norwegian Salvation Army opened FILEMON safe house for male victims of forced labour with the funding from the state. The safe house has four places that are available to motivated adult male victims. The men have an opportunity to do work practices, social networking and participate in joint activities. The house is the first such shelter targeting specifically male victim of forced labour in Norway.¹¹
- The Norwegian police directorate hosted a nationwide training on labour trafficking for 160 police officers and prosecutors in October 2014.

STATISTICS (2013-2015)¹²

DATA ON VICTIMS (2013)



Minors: 16 girls and 18 boys

35

231

34

300
TOTAL

Nigeria: 138
Romania: 25
The Philippines: 16
Ethiopia: 10
Bulgaria: 6
Pakistan: 6

Somalia: 6
Guinea: 5
India: 5
Uganda: 5
Others: <5

TYPE OF EXPLOITATION

201
Sexual

79
Labour or services

9
Sexual and labour

11
Other

DATA ON CRIMINAL JUSTICE RESPONSES

70

Number of investigations started

- Sexual exploitation: 30
- Forced labour: 39
- Forced military service: 1

5

Number of persons convicted

- Sexual exploitation: 3
- Forced labour: 2

9

Number of persons charged

- Sexual exploitation: 6
- Forced labour: 3

(2014)

DATA ON VICTIMS



Minors: 18 girls and 18 boys

54

234

36

324
TOTAL

Nigeria: 141
Romania: 42
The Philippines: 21
Pakistan: 10
India: 8
Russia: 7

Albania: 6
Bulgaria: 5
Poland: 5
Kenya: 5
Morocco: 5
Others: <5

TYPE OF EXPLOITATION

209
Sexual

103
Labour or services

6
Sexual and labour

6
Other

DATA ON CRIMINAL JUSTICE RESPONSES

106

Number of investigations started

- Sexual exploitation: 37
- Forced labour: 68
- Organ removal: 1

5

Number of persons convicted

- Sexual exploitation: 4
- Forced labour: 1

5

Number of persons charged

- Sexual exploitation: 4
- Forced labour: 1

(2015)

DATA ON VICTIMS



Minors: 27 girls and 15 boys



TOTAL

Nigeria: 128

Romania: 32

The Philippines: 18

Bulgaria: 9

Pakistan: 9

Somalia: 7

India: 7

Afghanistan: 6

Albania: 5

Kenya: 5

Poland & Russia: 5

Others: <5

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



Number of investigations started

- Sexual exploitation: 43
- Forced labour: 18
- Facilitation: 1



Number of persons charged

- Sexual exploitation: 6
- Forced labour: 5



Number of persons convicted

- Sexual exploitation: 6
- Forced labour: 5

POLAND



OVERVIEW OF THE CURRENT SITUATION IN THE AREA OF TRAFFICKING IN HUMAN BEINGS

Poland is a source, transit and destination country for trafficking in human beings. Although trafficking for sexual exploitation remains the main form of exploitation, a growing number of cases of labour exploitation, forced criminality, forced begging, and domestic servitude have also been uncovered in Poland in the past few years.



Polish victims of trafficking are exploited mainly in the United Kingdom and Germany. In 2013-2014, a total of 396 Polish victims were registered abroad. Poland is also a destination and transit country for victims from Bulgaria, Philippines, Romania, Ukraine and Vietnam. In 2015, a change in trends concerning the forms of exploitation was observed as the number of victims exploited for labour increased to 50% according to National Consulting and Intervention Centre's data.

The overwhelming majority of victims identified in Poland are still women. Nevertheless, the number of identified male victims has grown steadily. Most victims are unemployed at the time of their recruitment and decide to take a risk because they are under pressure of finding a job. According to available victim statistics from 2012-2014, the most frequent recruitment method was direct contact with the victims (more than 70% of all cases). Less frequently the traffickers took advantage of indirect recruitment methods such as publishing announcements in

media (particularly on the Internet) – 15% or in employment agencies – 13%. Almost a half of the victims (47%) were sexually exploited (41% of them in prostitution). Victims were also exploited for forced labour (31%), forced begging (19%), as well as for domestic servitude (4%), forced criminality (3%) and forced marriages (2%). The victims were mainly controlled by direct or indirect threats and physical aggression and their freedom of movement was often limited. Around one-third of victims had their personal ID papers confiscated.

Poland has been extremely active in the fight against trafficking in human beings in the recent years and a large number of different projects and activities have been implemented to raise awareness among different target groups, to train different professional groups, such as judges, and prosecutors, consular staff and various law enforcement and inspection officials, who might be dealing with trafficking related phenomena as well as to further improve victim assistance measures and victim referral.

In 2015, a public opinion poll was conducted on social awareness of threats related to trafficking in human beings and taking up work abroad.¹ The research aimed to measure general attitudes towards human trafficking and awareness of dangers connected to trafficking as well as attitudes towards labour migration, and awareness of possibilities of finding support in situations of exploitation. The research was a continuation of a similar poll conducted in 2010. According to the poll, a majority of Poles (91%) have some awareness of human trafficking and they are also able to indicate some of the most common forms of exploitation. The research however confirmed that young people from regions with high levels of migration and unemployment and low average income are more willing to take up jobs abroad without local language skills and work illegally than the general population. They would also more often take advantage of a suspicious job offer than the general population (24% compared to 12%). Thus the 18-25 age group is particularly vulnerable to human trafficking. A relatively high percentage of Poles also know people who accepted an attractive job offer abroad but ended up in situations of serious exploitation. The percentages were higher in some of the regions particularly affected by human trafficking. The good news is that knowledge about human trafficking is growing and the society is becoming more aware of the problem. Most respondents indicated receiving information on human trafficking from television and newspapers. The role of the Internet was significant amongst the younger population.

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

The most recent National Action Plan covered the period from 2013-2015. It focused on preventive actions, research, awareness campaigns, analysing amendments and provisions, improving regional and international cooperation, and training authorities as well as other relevant actors. It additionally included a range of activities to improve identification and assistance to national and foreign victims of trafficking. The introduction of a new action plan was delayed until the 17th of August 2016 when the new National Action Plan against Trafficking in Human Beings was adopted by the Polish Government.

In the past few years, a special focus has been put on the establishing regional task forces against trafficking in human beings in all of Poland's 16 voivodships. The regional teams consist of representatives of various public institutions, law enforcement agencies and NGOs at the regional level. Regional anti-trafficking teams will remain a priority for Poland also in the future, and more activities are planned for regional level rather than at the central level.

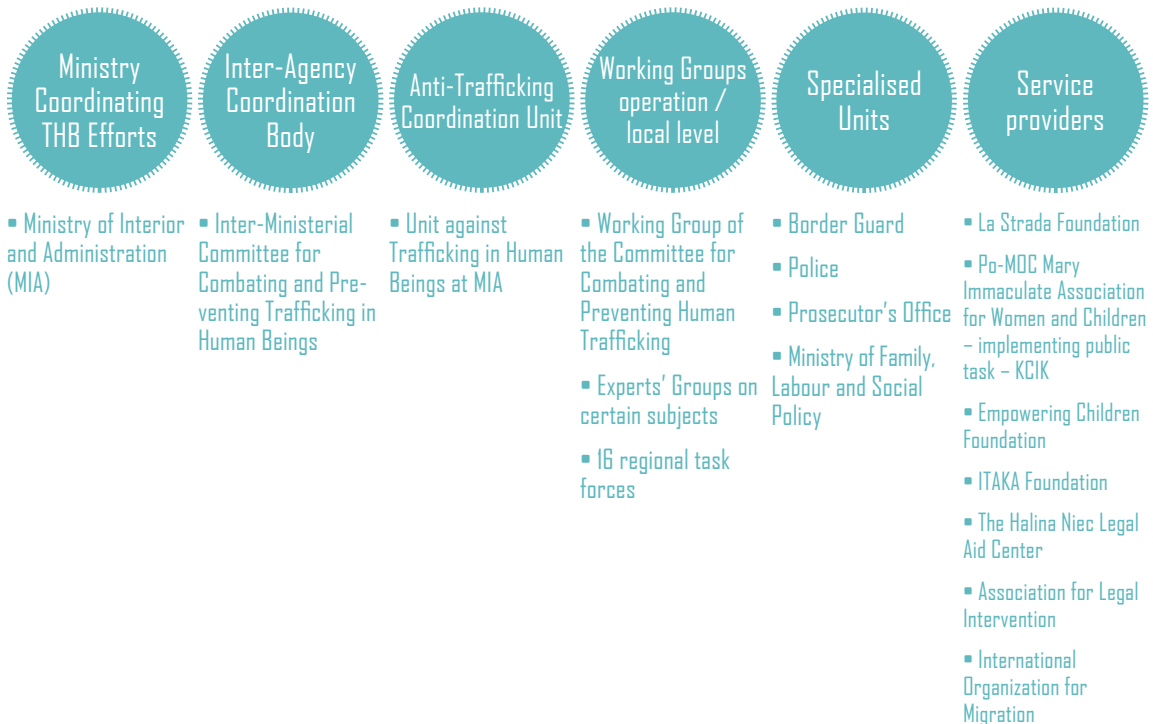
On the 12th of January 2016 the Act of 5th of August 2015 amending the Act on State Compensation to the Victims of Certain Offenses, the Law - Code of Civil Procedure and the Act on Court Costs in Civil Cases came into force. The amended law:

- broadens the scope of subjective reasons by introducing the condition of victim's residence. According to the Act, any victim, also trafficking victim residing in Poland or in another EU country will be entitled to compensation if the offense has been committed in the territory of Poland or another EU country;
- broadens the scope of objective reasons by introducing the possibility of obtaining compensation even if the perpetrator of the act is unable to take criminal responsibility;
- facilitates applications for compensation by simplifying and clarifying the terms of the procedure.

The Act of the 28th of November 2014 on protection and assistance to victims and witnesses entered into force on the 8th of April 2015. The Act is a comprehensive regulation setting out the terms, conditions and scope of measures for protection and assistance to victims and witnesses and their family members, if there is a risk to their life or health in connection with pending or completed criminal proceedings. These measures are being implemented in life-threatening situations or if the health of the victim or witness is in jeopardy. They include:

- protection for the duration of a proceeding;
- personal protection - decision to grant protection is taken at the request of person concerned, or, with the consent of victim / witness, at the request of a court or prosecutor's office;
- assistance in relocation.

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

The Ministry of Interior and Administration (MIA) has a coordinating role and, to some extent, a monitoring function in Poland, but there is no independent National Rapporteur. The MIA monitors the implementation of the NAP, drafts revised policy documents for the national action plans, organises conferences and meetings gathering actors involved in combating trafficking, and supports projects on trafficking related issues.

The Inter-Ministerial Committee is tasked with coordination and monitoring of the progress of the implementation of the NAP.

The Committee consists of representatives from all competent ministries, governmental administration units and NGOs who are invited to take part in the cooperation, and acts as an Advisory Board to the Prime Minister.

There is a **Working Group and specialised experts' groups** focused on issues of trafficking in human beings.

The **Police Headquarters** has a **Unit for Combating Trafficking in Human Beings in the Criminal Service** and in addition trafficking coordinators have been set up in each of the 16 regional offices and the Metropolitan Police. The **Border Guard Headquarters** has a team for monitoring and coordination of actions within the field of combating and preventing human trafficking. In addition, there is a **section for Illegal Migration and Human Trafficking** and special trafficking coordinators have been appointed in the investigative units. Also the **National Prosecutor's Office** and selected regional offices have human trafficking consultants. It is important to highlight that the system of trafficking has been functioning since 2006 in the Police, Border Guard and Prosecutor's Offices throughout the country. At the regional level, the **Ministry of Family, Labour and Social Policy** has also staff trained in providing victims with social support.

National Consulting and Intervention Centre for the Victims of Trafficking (KCIK) was established in 2009 as a public task commissioned by the Minister of Interior and Administration. It is financed from the State's budget. Since 2013, the services are provided by two NGOs: La Strada Foundation and Po-MOC Association. The system is available to victims identified by different authorities, to potential victims and institutions working with victims. The decision whether to provide assistance to the person is taken by an experienced employee working at the KCIK. This system enables the provision of assistance to trafficking victims even if victims do not want to cooperate with law enforcement agencies. Therefore, the figures concerning victims assisted by the KCIK are higher than the figures of victims involved in criminal proceedings. The KCIK runs also a specific Programme for Support and Protection of a Victim of Human Trafficking which is exclusively addressed to foreign victims of trafficking. This programme has three conditions which must be fulfilled: the victim has contacted Police/Border Guard; there is a considerable suspicion that the person might be a victim; and the person has finished all relations with perpetrators. It can only be launched by law enforcement agencies (Police, Border Guard, and the Prosecutor's Office). Foreigners in the Programme cannot be expelled from the territory of Poland even if they have an irregular status and have not yet legalised their stay.

La Strada Foundation, which is one of the implementing partners of the MIA provides shelter, psychological support, medical assistance, social assistance, interpreter services, and legal aid to victims of trafficking. Services are tailor made and designed to meet the specific needs of a victim. Cooperation is voluntary and the victims decide themselves whether they want to accept assistance. They also are not obliged to cooperate with law enforcement in order to receive services. In addition, La Strada runs a hotline and trains law enforcement officers and other front line officers on trafficking issues.

The NGO **Po-MOC Mary Immaculate Association**, based in Katowice, provides comprehensive assistance to female victims of violence and prostitution and to their children; the activities of Po-MOC include direct assistance and street work, preventive work, shelter accommodation, re-adaptation housing, and a consultative point offering legal advice, individual therapy and assistance in finding employment.

Empowering Children Foundation specifically addresses the prevention of trafficking in children and assistance to abused kids as well as their families and caregivers. **ITAKA Foundation** is involved in the search for people who have gone missing and provision of support to their families. **Halina Niec Legal Aid Center** provides free legal assistance to vulnerable groups, conducts legal interventions, and implements research and educational projects on human trafficking. **The Association of Legal Intervention**, too, offers free legal advice to those whose rights have been violated.

International Organization for Migration Warsaw Office implements Assisted Voluntary Return and Reintegration programme. The programme targets foreigners, who were not granted refugee status or any other form of protection in Poland, as well as other foreigners, who cannot stay in Poland, including trafficking victims. The programme is implemented on the basis of an agreement between the IOM and the Ministry of Interior and Administration and is co-financed from the European Return Fund. Voluntary return is always implemented on the basis of a risk assessment and follows the 2015 framework of the Expert Group for Support and Protection of Victims of trafficking.

BEST PRACTICES

- In the context of the project “Improved national cooperation structures to prevent trafficking in human beings” regional anti-trafficking task forces were established in each of 16 voivodships within Poland. The project was implemented by the Ministry of Interior and Administration. Representatives of regional offices, the police, Border Guard, prosecutor’s offices, labour inspectorates, labour offices, local governments, education authorities and NGOs have been appointed as members of the teams. Poland envisages that local teams in different provinces will bring a significant, positive change in efficiency of work, save resources and reduce the overlapping structures and/or procedures in place. Because the local situations vary, it is important to achieve the same quality level of knowledge, expertise, and a-know-how transfer throughout the country. A set of training seminars have been organised by the MIA to provide team members with the latest information about new trafficking trends, to share experiences and encourage them to focus on multi-disciplinary cooperation.
- The project “Improving Poland’s capacity to prevent trafficking in human beings”, supported by the Council of Europe and financed by Norway Grants, focused on increasing public awareness of human trafficking in Poland. A national poll was conducted to identify and address the gaps in the public awareness of human trafficking. A high level of labour migration and risk-taking behavior among young people was identified and they were chosen as a target group for various communication activities. In 2015, over 100,000 comic strips were distributed in Polish schools to inform students about human trafficking and national TV and radio campaign was launched. Besides, an online guidebook about human trafficking has been prepared for students planning to work abroad during their holidays.
- A website giving information about trafficking in human beings and available resources has been launched at <http://www.handelludzmi.eu>. The website targets both the general public as well as different professionals who might come into contact with victims of trafficking. The website is available in Polish and English languages and it has 15 000 to 20 000 unique users per month.

- In 2015-2016 the National School of Judiciary and Public Prosecution implemented the project “Combating and Preventing Cross-Border and Organised Crime Training for the Judiciary and Prosecutors”. The main objective of the Project was to enhance the capacity of prosecutors and judges to prevent and combat cross-border and organised crime, including human trafficking and itinerant criminal groups. This was achieved by organising a series of training sessions addressed to judges, prosecutors, deputy prosecutors and court clerks, as well as judge’s assistants and prosecutor’s assistants. The training sessions have been well received and a total of 332 participants took part in the human trafficking courses in 2015 and 178 participants in 2016.
- In mid-2014, La Strada Poland created a Polish Nationwide Network of NGOs Against Trafficking in Human Beings with the support of Norwegian Funds. The project aims to enhance quality and effectiveness of activities implemented by NGOs dealing with human trafficking and to improve cooperation with relevant state actors. The network covers all Polish regions. So far the network comprises 19 NGOs, at least one in each voivodship. It is envisaged to involve 28 NGOs in the network.

STATISTICS (2013-2015)²

(2013)

DATA ON VICTIMS INVOLVED IN CRIMINAL PROCEEDINGS



Poland: **93**
 Ukraine: **16**
 Bulgaria: **15**
 Philippines: **15**

Romania: **9**
 Sri Lanka: **6**
 Czech Republic
 Kenya, Moldova
 & Vietnam: **1**

Total number of victims assisted by the **National Centre KCIK: 222**
 (including **13** minors), **103** Polish; **119** Foreigners

TYPE OF EXPLOITATION (KCIK DATA)



*forced begging, fraud

DATA ON CRIMINAL JUSTICE RESPONSES

57 Number of investigations started

12 Number of persons convicted

47 Number of persons suspected
 Polish: **38**, Bulgarian: **7**, German: **1**, Belarusian: **1**

(2014)

DATA ON VICTIMS INVOLVED IN CRIMINAL PROCEEDINGS



Poland: 45
Ukraine: 15
Philippines: 15
Macedonia: 8
Romania: 6

Sri Lanka: 6
Bulgaria: 5
Vietnam, Kenya
& Slovakia : 1

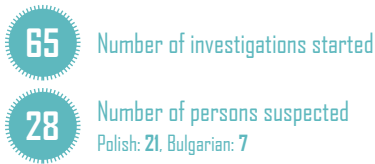
Total number of victims assisted by the **National Centre KCIK: 207**
(including 15 minors), 71 Polish; 119 Foreigners

TYPE OF EXPLOITATION (KCIK DATA)



*forced begging, forced marriage, domestic servitude

DATA ON CRIMINAL JUSTICE RESPONSES



(2015)

DATA ON VICTIMS INVOLVED IN CRIMINAL PROCEEDINGS



Poland: 74
Ukraine: 18
Vietnam: 14
Bulgaria: 3
Morocco: 2

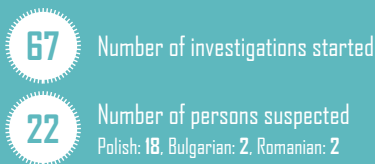
Total number of victims assisted by the **National Centre KCIK: 229**
(including 34 minors), 103 Polish; 126 Foreigners

TYPE OF EXPLOITATION (KCIK DATA)



*forced begging, humiliation, forced marriages

DATA ON CRIMINAL JUSTICE RESPONSES



THE RUSSIAN FEDERATION



THE RUSSIAN FEDERATION

OVERVIEW OF THE CURRENT SITUATION IN THE AREA OF TRAFFICKING IN HUMAN BEINGS

As Russia is a source, transit, and destination country for internal and external trafficking in human beings for various forms of exploitation (predominantly sexual and labour), Russia's priorities in the sphere of criminal law enforcement and legislation include taking comprehensive measures to combat human trafficking. Russia is a party to various multi- and bilateral agreements, which provide for legislative guarantees of prosecution of human trafficking and practices connected with it as well as for development of interagency cooperation.



One of the main challenges for Russia is that due to the visa-free movement between the Commonwealth of Independent States (CIS) migrants from these countries (mostly Uzbekistan, Tajikistan and Kyrgyzstan¹) enter the Russian labour market (usually the construction, trade, and agriculture sectors²) legally, which makes it practically impossible for the Russian border control to detect instances of human trafficking (a very small number of trafficking cases are detected and prevented at the border). According to non-governmental sources, there is a vast amount of unregistered migrants in Russia whose vulnerable position makes them an easy target for human traffickers.

Rough estimates from Interpol suggest that around 170,000 Russian citizens across the world are currently living in conditions of slavery: mostly women who have been taken out of the country for labour exploitation and sexual exploitation in China, Japan, the USA, Western Europe, as well as some in Central and Northeast Asia and the Middle East.³ The authorities indicate that the four main international trafficking routes are the Central European route to Greece and Cyprus, the route to the Middle East (the Gulf countries of the Middle East, Egypt and Israel), to South Asia and China, in particular the Sino-Siberian and Sino-coastal routes, and the Mediterranean route.

In Russia, human trafficking is a criminal activity conducted mainly by organised groups and criminal communities, which increasingly use online communication for recruiting victims. In 2014, the police prosecuted 18 cases of human trafficking committed by an organised group or a criminal organisation. The majority of the perpetrators are Russian citizens (approximately 78 %). Organisers of human trafficking usually operate inside Russia while transporters operate abroad.

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

The legal basis for combating human trafficking in Russia consists of two levels: treaties and national law. As regards the supranational level, Russia is a Party to the following treaties:

- The United Nations Convention against Transnational Organized Crime;
- The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children;
- The Council of Europe Convention against Trafficking in Human Organs (signed on 24.09.15);
- The Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse;
- The Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography;
- The Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others and the Final Protocol thereto;
- The Convention for the Suppression of the Traffic in Women and Children of 30.09.1921;
- The Convention for the Suppression of the Traffic in Women of Full Age of 11.10.1933;
- The Protocol of 12.11.1947 amending the Convention of 30.09.1921 and the Convention of 11.10.1933.

According to Russia's Investigative Committee, joining the Council of Europe's Convention on Action against Trafficking in Human Beings is one of the priorities of the national counter-trafficking efforts.

In September 2010, the Agreement on Cooperation of the Ministries of Interior (Police) of the CIS Member States in Combating Human Trafficking was signed in order to enhance the fight against human trafficking. The Cooperation Programme between the CIS Member States against Trafficking in Human Beings for 2014–2018 includes organisational, legal, and practical joint activities, as well as a set of measures to combat trafficking in human beings and to support the victims of trafficking. Other regional agreements include the CIS Agreement on Cooperation of the Prosecutor General's Offices in Combating Trafficking in Persons, Human Organs and Tissues of December 3, 2009, the Concept of Cooperation among the CIS Member States on Combating Human Trafficking, approved by the decision of the CIS Council of Heads of State on 10 October 2014, as well as cooperation programs of the CIS Member States in the fight against human trafficking and in combating illegal migration.

There is also a number of inter-agency cooperation agreements concluded by the Investigative Committee of Russia with the relevant foreign services (for example, with the Investigative Committee of Belarus, the Ministry of security of China, the Police of Norway). Combating human trafficking as one of the areas of cooperation is included in the intergovernmental and interagency cooperation agreements with more than sixty States. International police cooperation rests largely upon the work of permanent working groups on specific issues, where combating human trafficking is usually one of the priorities (e.g., Russian-Israeli, Russian-German, Russian-Austrian groups, etc.). Additionally it is illustrative that from January 2014 to October 2015 Russia's Prosecutor General's Office considered 84 extradition requests submitted by foreign states' competent authorities (Uzbekistan, Moldova, Azerbaijan, Ukraine) regarding persons prosecuted for human trafficking crimes, 82 of which were granted.

As regards the national legislation, Russia's Criminal Code (art.127.1) covers all forms of exploitation indicated in the UN Trafficking Protocol. In addition, the authorities prosecute trafficking in persons by using other articles of the criminal code, such as coercion to organ or tissue removal for the purpose of transplantation (art. 120 Criminal Code), slave labour (art. 127.2 Criminal Code), inducing to Prostitution (art. 240 Criminal Code), the organisation of prostitution (art. 241 Criminal Code), illegal distribution of pornographic materials or objects (art. 242 Criminal Code), making and distribution of materials or objects with pornographic pictures of minors (art. 242.1 Criminal Code), engaging in illegal private medical practice (art. 235 Criminal Code), illegal crossing of state borders (art. 322 Criminal Code), and others. The criminal liability for the sale and other transactions regarding human beings, recruitment, transportation, harbouring of a person for the purpose of exploitation was increased. The definition of "human trafficking" was broadened, new aggravating circumstances were included.

The national legislation in the sphere of combating human trafficking is constantly developing. Much attention is given to the protection of children's rights. For instance, the Federal Law of 29.02.2012 No. 14-FZ amended a number of provisions regarding the liability for committing sex offences against minors (providing for the possibility of life sentence in cases of such crimes against children of up to 14 years of age; article 242.1 of the Criminal Code criminalized the use of the media, including the Internet, for the making and distribution of materials or objects with pornographic pictures of minors, etc.). Due to Russia's obligations under the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse certain amendments were brought by the Federal Law No. 380-FZ of 28.12.13. For example, a new article 240.1 of the Criminal Code was added ("Receiving sexual services from a minor").

The amendments to the Code of Administrative Offences of the Russian Federation were adopted increasing administrative liability for employers for violations of labour legislation and occupational safety requirements. The amendments were introduced by the Federal Law No. 421-FZ "On Introduction of Amendments to Certain Legislative Acts of the Russian Federation Due to Adoption of the Federal Law "On Special Assessment of Working Conditions" of 28 December 2013. One of the most important amendments is the extension of the limitation period for imposing administrative liability on employers for violations of labour legislation from two months to one year. Due to amendments to the Federal Law "On the main guarantees of the rights of a child in the Russian Federation" companies are subject to administrative liability for creating conditions for trafficking in children and (or) their exploitation and for producing pornographic materials or objects with the images of minors. The definitions of "child trafficking", "child exploitation" and "victim of child trafficking and (or) child exploitation" were also included.

The services of recruitment agencies are currently used by a large number of companies seeking to optimise their workforce and reduce their staff costs. Staff provision services are in high demand on the Russian labour market and constitute a major part of the work of recruitment agencies. However, due to the adoption of Federal Law No. 116-FZ "On Amendments to Certain Legislative Acts of the Russian Federation" of May 5, 2014, starting from

January 1, 2016, only certified private employment agencies and the legal persons sending staff to affiliated persons and to persons who are party to or subject of a shareholder agreement concluded by the sending party shall be able to provide staff.

As regards secondary legislation, no national plan to combat human trafficking has yet been developed despite the attempts on the inter-agency level (for example, according to paragraph 2.1.2 of the Decision of the Inter-agency Commission of the Security Council of the Russian Federation of 23.12.2013 No. 4 the relevant ministries were assigned to examine the issue of developing the national plan against human trafficking). At the same time the necessity of combating trafficking is enshrined in the National Security Strategy of the Russian Federation approved by Decree No. 683 of December 31, 2015 of the President of the Russian Federation, which in paragraph 43 states that Russia's state and public safety will be affected by threats related to human trafficking. The implementation of the National Migration Policy of the Russian Federation until 2025 is underway, which is aimed at resolving the migration problems and thus lowering the level of criminal activity connected to human trafficking.

Civil society organisations play a role in increasing awareness of the general society about the risks of human trafficking as well as providing victims with specialised assistance.

NATIONAL COORDINATION MECHANISM



Different roles relating to monitoring the implementation of national policies and legislation are delegated to federal executive and legislative bodies e.g., the Ministry of Internal Affairs, the Investigative Committee and the General Prosecutor's Office of the Russian Federation. No special entity as a National Rapporteur or a National Coordinator on trafficking in persons exists.

The **Ministry of Internal Affairs** to some extent has a coordinating role. It has a unit dealing specifically with trafficking in human beings and kidnapping criminality, which has been mandated to conduct operational work in identifying, counteracting, preventing and detecting crimes related to human trafficking. In addition, it provides practical and methodological support for regional sub-units on identifying trafficking cases and collecting data.⁴

The internal affairs bodies of the Russian Federation regularly conduct preventive and operational search activities to prevent, suppress, detect and solve human trafficking crimes throughout Russia. For instance, in 2014, by Decree No. Pr 36 of January 14, 2014 of the President of the Russian Federation, the Ministry of Internal Affairs together with the Federal Migration Service and the Financial Monitoring Service (Rosfinmonitoring) in partnership with the member states of the Collective Security Treaty Organization carried out preventive activities and special operations against human trafficking.

The Ministry of Internal Affairs cooperates with the courts, the General Prosecutor's Office, the Investigative Committee, the Federal Security Service and State governments by means of joint actions, exchange of information and intelligence, and authorisation from the General Prosecutor's Office in the case of preliminary investigations.⁵

Coordinating and consultative bodies are established ad hoc by the government, and may consist of representatives of relevant executive agencies, research institutes and civil society organisations. Such coordinative or consultative bodies also establish Working Groups, if needed. Governmental Commissions and Councils are established by the President or the Government and are chaired by the Prime Minister, other members of the government or Heads of Federal Executive bodies. For example, the following topics were discussed at the meetings of the Government Commission for Prevention of Offenses in April and June 2014 (chaired by Colonel-General V. Kolokoltsev, the Minister of Internal Affairs): efficient inter-agency cooperation in combating sexual exploitation and overcoming the consequences faced by victims of such offenses in Russia; the interaction between the federal executive bodies in preventing and combating human trafficking and the use of slave labour; the identification and prosecution of persons organising and using the labour of irregular migrants as well as causes of such crimes.

State assistance in cases of human trafficking is usually provided to Russian citizens (e.g. municipal social centers can only provide shelter to Russian citizens who are registered in the municipality). At the same time some institutions (for example, the federal budgetary institution "The Federal Medical Research Center for Psychiatry and Narcology") provide free psychological assistance (and hospital treatment if needed) to victims of crimes (including human trafficking) on the basis of only one document: the investigator's ruling recognizing a person as victim (no other documents such as passports etc. are needed). Non-governmental and international organisations provide assistance to both national and foreign victims. The Investigative Committee often cooperates with the civil society in order to solve criminal cases involving minors (including child trafficking, inducing to prostitution etc.).

Constant measures aimed at the improvement of the national legislation are taken. For example, at the initiative of the Investigative Committee an inter-agency meeting was held at the Ministry of Labour and Social Development in April 2015 in order to discuss the legislative proposal to provide minor victims of crimes against life, health and sexual integrity with social services and assistance.

BEST PRACTICES

The level of awareness, counter trafficking measures, institutional framework and knowledge about human trafficking issues vary in different regions of Russia. Some regions have a well-established institutional framework and are regularly carrying out comprehensive prevention activities while other regions lack experience and knowledge about human trafficking issues. However, the awareness level is constantly growing due to a wide range of measures described below.

■ **Conferences, seminars, training programmes:**

- Participation of the representatives of the Russian competent authorities in the 15th Alliance against Trafficking in Persons Conference "People at risk: combating human trafficking along migration routes", the 24th and 25th Session of the Commission on Crime Prevention and Criminal Justice in Vienna, the educational seminar organized by the Group of Friends United against Human Trafficking on the topic of "Combating child trafficking, in particular for purposes of sexual exploitation and forced labour, as well as sexual abuse of children on the Internet: threats, challenges, best practices and experience gained" in Minsk.

- The Prosecutor's Office representatives of the CIS member States border regions participated in several events held in the framework of the Agreement on Cooperation of the CIS Prosecutor General's Offices in Combating Trafficking in Persons, Human Organs and Tissues of December 3, 2009, in order to discuss cooperation in combating human trafficking (in Astana on August 7-8, 2014; in Pavlodar on October 29-30, 2015; in Vitebsk on 12-14 May, 2014 and on May 24, 2015).

- Seminars concerning combatting human trafficking were held with colleagues from the National Anti Mafia Directorate of the Republic of Italy (Moscow, January 28 and November 11, 2014) and the Prosecutor's Office of the Supreme Court of the Hellenic Republic (Moscow, April 2014).

- The Prosecutor's Office of the Pskov Oblast held an international conference, which discussed, *inter alia*, the prevention of human trafficking (Pskov, September 29 - October 2, 2014).

- The Federal Investigative Committee is constantly improving law enforcement responses against human trafficking. The training programme of the Academy of the Investigative Committee of the Russian Federation for the Committee's staff enrolled in professional development programmes including lectures and workshops on the subject. In December 2014, the first set of sessions was conducted at the Academy of the Investigative Committee on the topic "Trafficking in human beings: details of investigation of criminal cases and questioning of victims and witnesses". Representatives of the IOM and experienced investigators of the Federal Office of the Republic of Belarus also participated in the session. Starting from 2015 these types of sessions are conducted on a regular basis at the Academy of the Investigative Committee of Russia.

- The Baikal International Conference of Prosecutors "The Role of Prosecutors in the Fight against Transnational Organized Crime: National Experience and International Cooperation" (Irkutsk, August 26-27, 2014) organised by the Prosecutor General's Office of the Russian Federation was commended by the participating heads of the Prosecutors' Offices of Belarus, Hungary, Kazakhstan, China, Mongolia, Serbia, Tajikistan, Switzerland, as well as the presidents of the International Association of Prosecutors and the Consultative Council of European Prosecutors. The conference was devoted, *inter alia*, to the issue of "functions and powers of prosecutors in the fight against human trafficking and illegal migration" and helped consolidate international efforts in combating human trafficking.

▪ **Inter-Agency actions:**

- According to Decree No. Pr 1812 of September 7, 2015 of the President of the Russian Federation relevant agencies of the Russian Federation are to conduct a number of operational investigations and special activities within the Collective Security Treaty Organization in 2016 with a view to suppressing human trafficking.

- The issues related to increasing the effectiveness of the fight against organized crime, including human trafficking, were discussed at the Coordination Meeting of Heads of Law Enforcement Agencies of Russia in September 2014. They defined measures aimed at intensifying the work of special investigation services, preliminary investigation bodies, strengthening the supervision by the public prosecutor and department control to detect, prevent, investigate and clear up such offenses more effectively. The law enforcement officers focus on detecting corruption links and undermining the financial and other material footing of organized crime.

- The Prosecutor General's Office initiated a special meeting of the Inter-Agency Public Safety Commission of the Security Council of Russia on "Enhancing the Effectiveness of the Activities of the Law Enforcement Agencies in Combating Human Trafficking" in December 2013 and developed additional measures to strengthen the fight against this crime.

- In the Republic of Tatarstan an inter-agency working group was created to coordinate migrations issues and protect the rights of migrants employed in the region. The group meets weekly.

■ Publications and awareness raising activities:

- The Internal Affairs structures have published broadly available booklets “Be careful! Human Trafficking and Ways to Avoid Becoming a Victim.” Awareness raising activities are conducted for general public, especially for vulnerable groups at risk to be trafficked, by local police officers (meetings with the population, lectures in the educational institutions, monthly prevention trainings), commissions on minors and protection of their rights as well as social services centers (counseling, lectures and monitoring socially disadvantaged families) and by way of publications in the periodicals, television and radio programmes etc.

- During 2014, the Labour Inspectorate of St. Petersburg and, to some extent, Leningrad Oblast published on their websites a list of reliable companies which were licensed and had caused no complaints from workers. The Labour Inspectorate of St. Petersburg also sent out text messages to registered migrants informing them about the opportunities to complain and seek assistance in case their rights had been violated.⁶

■ Measures in the area of minor victims’ rights protection:

- The Government of the Republic of Sakha (Yakutiya) issued a decree No. 992p of 04.09.2014 establishing a “Mobile anti-crisis group providing comprehensive urgent help to minors who had suffered from abuse and violence, and their families”.

- The Regional monitoring center for children support “Regional Center for psychological, medical and social assistance” was established where around-the-clock psychological assistance is available to minor victims or witnesses.

STATISTICS (2014)

According to the official criminal law statistics, almost 3,000 (2,879) crimes related to human trafficking were registered in the Russian Federation in 2014. The proportion of offenses relating to various forms of sexual exploitation among them amounted to 98.9% (2,847). In particular, more than 170 minors were recognised as victims of criminal offenses related to human trafficking, 16 of whom were affected by the crimes specified in Article 127.1 of the Criminal Code of the Russian Federation.

The analyses of the results of operational and investigation activities to combat human trafficking conducted by the law enforcement agencies show that in recent years the number of recorded crimes under Article 127.1 (Trafficking in human beings) and article 127.2 (Use of slave labour) of the Criminal Code has remained relatively stable. Recorded crimes under Art. 127.1: year 2010 – 103 crimes; 2011 – 50; 2012 – 70; 2013 – 66; 2014 – 25; under article 127.2: year 2010 – 15 crimes, 2011 – 17, 2012 – 17, 2013 – 13, 2014 – 7.

According to the Main Informational and Analytical Center of the Ministry of Internal Affairs of Russia, in 2014 the police recorded 25 crimes under Article 127.1 (Trafficking in Human Beings) of the Criminal Code of the Russian Federation, concluded 33 crimes, and identified 39 perpetrators. Under Article 127.2, the police concluded 10 crimes and identified 21 perpetrators.

The number of persons recognised as victims of human trafficking remains low – only 120 persons identified in 2014.⁷

DATA ON VICTIMS



TOTAL

120



TYPE OF EXPLOITATION

69

Sexual

51

Labour

SWEDEN



OVERVIEW OF THE CURRENT SITUATION
IN THE AREA OF TRAFFICKING IN HUMAN BEINGS

Sweden is a destination and, to a lesser extent, source and transit country for trafficking in human beings for sexual and labour exploitation and forced begging and criminality. Trafficking for sexual exploitation remains the most common form of exploitation identified in the country. However, since 2010 labour exploitation, forced begging, and forced criminality have emerged also as relevant forms of trafficking.



Human trafficking occurs all around the country, but is mostly observed in and around the three biggest cities – Stockholm, Gothenburg and Malmö.¹ The majority of identified victims are women from Eastern and South-Eastern Europe (mostly Romania, Bulgaria, Hungary and Lithuania) as well as Nigeria. General trends indicate that traffickers recruit victims online in the victims' countries of origin to be sexually exploited in Sweden by posting employment vacancies for various types of jobs, including those within the sex industry.² Both victims and perpetrators are often from countries where there is widespread poverty, high levels of unemployment, discrimination, lack of gender equality and lack of adequate social safety nets.

Trafficking for labour exploitation mainly occurs in the restaurant and service sector, cleaning, construction, as well as in agriculture and seasonal work, most notably berry picking. Prevention and investigation of cases of labour exploitation are complicated by various factors, such as the lack of awareness of migrant workers of their rights and the fear of losing employment and being expelled from Sweden as a result of reporting perpetrators.

Trafficking for forced begging and criminality are also relevant issues in Sweden.³ The numbers concerning cases of forced begging have been increasing in 2014-2015.⁴ Persons begging in Sweden are predominately from Bulgaria and Romania, often originating from the ethnic Roma communities. According to police investigations and anecdotal evidence, a growing number of the Roma beggars in Sweden, for instance the elderly, youth, and persons with disabilities are presumed to be trafficked victims of forced labour.⁵ It is not uncommon for traffickers to get in contact with parents from poor families in Bulgaria and Romania to buy or rent their children (often aged 10-14) with the purpose of forcing them to beg, steal or involve them in prostitution in Sweden and other EU countries.⁶ There have also been reported cases in which the perpetrators exploited victims for several different purposes.⁷

The mass influx of asylum seekers in particularly in 2015 and the large number of EU migrants in Sweden have contributed to the on-going debate on the issue of vulnerability of migrants, especially women and children, to human trafficking and exploitation. There has been disturbing evidence of hundreds of unaccompanied refugee children going missing in Sweden. It has been suggested that the children could have become victims of exploitation in the country or elsewhere abroad. It is likely that human trafficking will become an increasingly acute problem in Sweden as more people in vulnerable position – both adults and children – continue to arrive and get negative decisions on their asylum claims. Worrying future scenarios include situations when newly-arrived migrants, being in a desperate need for money to pay dues to human smugglers, would end up sexually or physically exploited. In addition there are increased concerns about the vulnerability of some EU migrants to trafficking and exploitation in particularly in forced begging and labour exploitation in the berry picking sector.

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

Sweden currently has no National Action Plan concerning trafficking in human beings. However, in June 2016, the Swedish government launched an updated action plan for the protection of children against trafficking, exploitation and sexual abuse for 2016-2018. The action plan contains 23 measures to prevent, protect and support children and create conditions for the effective prosecution of perpetrators. The action plan emphasises early detection with focus on child rights, gender and LGBT perspectives. The measures will also contribute to the Government's gender equality policy milestones focusing on stopping men's violence against women and highlighting that girls and boys should have the same rights to physical integrity.⁸

In 2014 the National Coordinators Office against Prostitution and Trafficking at the County Administrative Board of Stockholm initiated a process in order to set up a Swedish National Referral Mechanism (NRM) in 2014 finalising the work in April 2016. The NRM aims to improve referral as well as increase the protection and assistance of victims of trafficking. Sweden has conducted the NRM-process in cooperation with the International Centre for Migration Policy Development (ICMPD), The Civil Society Platform against Trafficking and the members of the National Task Force against Prostitution and Trafficking (NMT): The Prosecution Authority, Policy Authority, Migration Agency, County Coordinators and Social services. The Ministry of Justice and Ministry of Social Affairs have been involved in the process as well.

NATIONAL COORDINATION MECHANISM



There is no single Ministry responsible for the coordination of anti-trafficking activities within Sweden's Government. Competent Ministries include the **Ministry of Justice**, the **Ministry of Social Affairs**, the **Ministry of Labour**, and the **Ministry for Foreign Affairs**. Following a decision of the Swedish Government of 11 April 2013, the activities of the bodies involved in combating trafficking have been expanded to include other growing forms of exploitation.

The **County Administrative Board of Stockholm** has been allocated the function of the National Coordinator (NC) of the work against prostitution and human trafficking until 2017. The NC's office currently finances three county coordinators in the largest city regions of Stockholm, Gothenburg and Malmö as well as one in the Bergslagen region. The county coordinators represent social services and function as a link between the police authorities and social services, as well as between municipalities and the NC. Sweden plans to appoint more county coordinators across the country to improve the ties between municipal and national authorities.⁹

Furthermore, the County Administrative Board of Stockholm presides in a **LAMP working group** consisting of all the County Boards in Sweden (Länsstyrelsernas arbetsgrupp mot människohandel och prostitution). Each County Board has its own multidisciplinary working group against trafficking that gathers representatives of the police, the Prosecutor's office, the Migration Agency, social services and other professionals from various municipalities in their county.¹⁰

The NC administers the **National Task Force** against prostitution and human trafficking (NMT), which is composed of governmental actors with extensive experience in anti-trafficking work. Agencies such as the police, social services, the Migration Agency and the Prosecution Authority are part of the group. The Task Force is a resource for governmental agencies, municipalities and other organisations to help develop and support their work operatively, as well as enhance agencies' awareness of prostitution and trafficking-related issues.

The **Swedish Police Authority** was assigned the role of the National Rapporteur (NR) on trafficking in human beings in December 1997. The Swedish NR has a similar mandate to equivalent mechanisms in other countries, but it is not an independent institution. The responsibilities of the NR include information collection, evaluation and dissemination, identification of trends and monitoring of the progress made in Sweden, including legislation and policy development, analysing investigations, prosecutions and sentences of perpetrators, and organisation of seminars and training. The NR submits an annual report to the government on the results of counter-trafficking efforts and current developments in Sweden.

In spring 2016 Sweden also appointed an **Ambassador against Human Trafficking**. The Ambassador will focus on improving the effectiveness of international efforts and cooperation against human trafficking and promoting the Swedish model i.e. discouraging demand by criminalization of purchasing sexual services and promoting equality and gender mainstreaming. Moreover, the Ambassador will consult and cooperate with specialised structures within the UN, the EU, the Council of the Baltic Sea States and other relevant international intergovernmental organisations and raise the profile of Sweden as the defender of human rights and gender equality.¹¹

The Swedish Police Authority has certain members of staff specialising in countering human trafficking. **Police units** dealing with human trafficking for sexual exploitation and other purposes operate in the cities of Stockholm, Gothenburg, and Malmö. The constellation of the task forces differs between the cities, with Stockholm having 15 members and thereby being the largest. Due to recent changes in the construction of the Swedish Police Authority, the previous specialised staff now works in a broader spectrum of organised crime, in which trafficking is included, meaning that the task forces now are less restricted to work with one type of crime, though instead are more transboundary and have access to a greater amount of flexible staff. In addition, the Swedish Police Authority is increasing its effort to educate staff on trafficking and prostitution.

Within the **Prosecution Authority** the **International Public Prosecution Offices** in Stockholm, Gothenburg and Malmö are responsible for leading preliminary investigations and prosecuting trafficking cases. Within these offices four prosecutors are specially assigned to this task.

The **Swedish Civil Society Platform** was established in 2013 with support from the County Administrative Board of Stockholm. It gathers around more than a dozen of civil society organizations that work with vulnerable persons and groups at risk. The Platform aims to improve the coordination of assistance to victims of trafficking, and jointly combat human trafficking in all its forms. They have quarterly meetings to discuss and share experiences in relation to trafficking related phenomena and to develop partnerships. The platform cooperates closely with the Country Administrative Board of Stockholm and other actors involved in anti-trafficking activities in Sweden, as well as abroad. The Platform gathers data on the victims that the civil society actors encounter and assist. The Platform also monitors anti-trafficking measures and initiatives taken and reports on the situation of victims in Sweden.

Many of the actors involved in the platform either directly assist victims of trafficking or engage in a variety of preventative efforts and actions. **NGO Talita** runs a shelter for female victims of trafficking in the Stockholm region.¹² The **Salvation Army** meets potential victims daily in their outreach work and service centres.¹³ **Caritas Sverige** also identify and assist victims of trafficking in the context of their migrant and refugee work.¹⁴

BEST PRACTICES

- In 2014, the County Administrative Board of Stockholm began the implementation of Sweden's National Referral Mechanism. The Swedish NRM is a manual which was launched in April 2016, clearly stating the responsibilities of each authority regarding the referral of victims of trafficking. The Regional Coordinators function as a national focal point and first point of contact for operative support in cases of trafficking. The manual is divided into five steps, aimed to help professionals and NGOs after they have identified a presumed victim of THB: Step 1 – Identification; Step 2 – Initial support and protection; Step 3 – Long-term support and social inclusion; Step 4 – Return; Step 5 – Criminal proceedings. The NRM-manual is operative in its form and consists of approximately 50 pages. It is based on Swedish legislation and on operative experiences from authorities identifying victims.¹⁵ The Referral Mechanism also has a Return Programme which is run in cooperation with the International Organisation of Migration Helsinki office. Should the victim want to return to their home country, the Programme can be initiated in the various phases (from identification to the ruling of the Court).

- In 2015, the County Administrative Board of Stockholm initiated a pilot National Support Programme (NSP) for victims of trafficking as a part of a governmental assignment. The NSP is carried out in cooperation with the Swedish Civil Platform and is intended to run parallel to the support measures offered under the Transnational Referral Mechanism and run parallel with the Return Programme. The NSP aims to provide an improved and additional support for victims of trafficking and address the needs of persons who fall in the gaps of the official system or who do not want to contact the authorities or return to their home country. The NSP makes it possible to offer a maximum of 30 days of services to a person while they make the decision of whether or not to contact the authorities. Moreover up to 90 days of integration services are available to persons who choose not to return to their home country with the goal giving them a better chance to live independently in Sweden.¹⁶
- “Kampanjen Resekurage” (Campaign Travel Courage) is a Swedish public awareness campaign against the sexual exploitation of children. The initiative is created and implemented by the County Administrative Board of Stockholm and World Childhood Foundation in cooperation with the Police Authority. The campaign aims to raise the level of awareness among the public in Sweden about child sexual tourism, and the various ways in which Swedes travelling abroad can report incidents of suspected cases of child sexual exploitation. The option of reporting suspected criminal activity anonymously online (through the campaign’s webpage) may encourage more persons to come forward with information helpful towards combatting child sexual tourism by Swedes in other countries. Launched in 2014 and funded by the Swedish government, the campaign has been displayed at airports, shuttle trains, shuttle buses, as well as disseminated through social media and digital channels. Promotional materials produced include a film, stickers, flyers, posters and digital banners for websites and intranets.¹⁷ The campaign won its category “Government Agencies & parties” at the renowned European Excellence Awards.

STATISTICS (2013-2015)¹⁸

DATA ON VICTIMS ASSISTED BY THE NGOs (2013)



TOTAL

0

||| Romania: 3

13

||| Sweden: 3

13

|| Latvia: 2

||||| Others: 5

TYPE OF EXPLOITATION

8
Sexual

5
Multiple forms
of exploitation

121

Possible victims identified by the Swedish Migration Agency

2

Victims involved in criminal proceedings

1 Hungarian female, sexual exploitation

1 Romanian female, sexual exploitation

DATA ON CRIMINAL JUSTICE RESPONSES

83

Trafficking crimes reported by the Police

Trafficking for sexual exploitation: 40

Trafficking for forced labour: 31

Trafficking for begging: 9

Trafficking for organ removal: 2

3

Persons charged for human trafficking

1 Hungarian female, sexual exploitation

Romanian, 1 male & 1 female, sexual exploitation

2

Persons convicted on human trafficking

Romanian, 1 male & 1 female,

sexual exploitation

DATA ON VICTIMS ASSISTED BY THE NGOs (2014)



TYPE OF EXPLOITATION



Possible victims identified by the Swedish Migration Agency



Victims involved in criminal proceedings
2 females from Hungary, sexual exploitation
2 males from Romania, forced begging

DATA ON CRIMINAL JUSTICE RESPONSES



Trafficking for sexual exploitation: 31
Trafficking for forced labour: 13
Trafficking for begging: 23
Trafficking for organ removal: 1
Other: 25



Persons charged for human trafficking

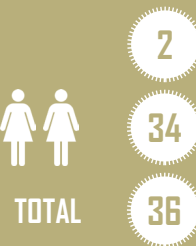
1 Hungarian female, sexual exploitation
Romanian, 1 male & 1 female, forced begging



Persons convicted on human trafficking

Hungarian female, sexual exploitation

DATA ON VICTIMS ASSISTED BY THE NGOs (2015)



TYPE OF EXPLOITATION



Possible victims identified by the Swedish Migration Agency



Victims involved in criminal proceedings:
2 females from Romania, sexual exploitation

DATA ON CRIMINAL JUSTICE RESPONSES



Trafficking for sexual exploitation: 58
Trafficking for forced labour: 21
Trafficking for begging: 55
Trafficking for war service: 1
Other: 44



Persons charged for human trafficking

1 female, 1 male, from Romania, sexual exploitation.



Persons convicted on human trafficking

1 female, 1 male, from Romania, sexual exploitation.

The Human Trafficking 2016 – Baltic Sea region Round-up report has been developed by the Council of the Baltic Sea States Task Force against Trafficking in Human Beings (TF-THB). Ten years ago, the TF-THB was formed as a forum for political dialogue in the Baltic Sea region. Since then, it has transformed and developed into an efficient platform for exchange of ideas and experiences among the CBSS Member States and has initiated and implemented an ambitious range of projects and strategic activities for the benefit of the region.

The aim of this report is to detect and present recent developments as well as current and emerging trends in human trafficking in the Baltic Sea region. The report covers the period of time from 2013 until 2016 and demonstrates efforts of the Member States to prevent trafficking in human beings and to protect victims. The report contains chapters on each of the 11 CBSS Member States: Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland, the Russian Federation, and Sweden. It serves as a follow-up to the Human Trafficking 2013 Round-up report and as a basis for dialogue on the status of human trafficking in the Baltic Sea Region. The report presents a thorough overview of the current legal and institutional framework, coordination mechanisms, new trends, on-going projects and initiatives, and statistical data.

Human trafficking is a complex and ever changing phenomenon that affects all the CBSS Member States. Every year women, men, girls and boys are trafficked to, through or from the CBSS Region for the purpose of sexual exploitation and forced labour. In addition, people are exploited in domestic servitude, in forced begging and criminal activity or for organ removal and other purposes, such as identity or benefit fraud or sham marriages. These newer forms of trafficking are often more difficult to identify and deal with due to inexperience of authorities and the challenges in defining potential cases as trafficking by the criminal justice system. In several Member States there are also indications that different forms of human trafficking often cannot be clearly separated as more people are exploited for multiple purposes. A victim of domestic servitude can thus also be exploited sexually or a person forced to work might also be exploited in criminal activities such as benefit or identity fraud.

Although the number of human trafficking cases is not reducing, much is done by each of the CBSS Member State to counteract this phenomenon. The issue of human trafficking remains rather high on the political agenda, and more extensive anti-trafficking policies are being developed in the region. These policies are focusing on improving the national anti-trafficking structures, finding new methods to prevent trafficking in human beings and prosecute perpetrators.

Unemployment and a lack of social or economic opportunities as well as dangers from conflict or instability causes a growing number of populations to want to migrate to or within Europe in search of better conditions and possibilities. These factors also contribute to human trafficking criminality and patterns of victimisation.

Individuals travelling through and to countries with little or no knowledge of its language or laws, find themselves at risk of being subjected to different forms of exploitation. Certain groups face a significantly higher risk of falling into the hands of traffickers, especially, minority groups in their home countries, such as ethnic or language minorities, people with mental problems or physical disabilities, substance dependency problems, financial difficulties and lack of social networks.

As for the profile of the victims, the image has not changed much since the last report from the 2013: the vast majority of the identified and presumed victims come from Central and Eastern European countries. Nigeria is still the main non-EU country of origin of identified and presumed victims that, due to cultural and religious reasons, have an increased risk of being trafficked. Also some internal trafficking victims are discovered each

year. Victims of sexual exploitation are predominantly female whereas many victims of labour exploitation and forced criminal activities are male. There seems to be a gradual increase in the number of male victims in the Baltic Sea Region.

The main destination countries within the Baltic Sea Region are **Germany, Norway, Denmark, Finland, Iceland** and **Sweden**. **Latvia** and **Estonia** are primarily countries of origin, and **Lithuania, Poland** and **Russia** are all source, destination and transit countries. Although human trafficking for sexual exploitation is the main form of human trafficking in the Baltic Sea Region, more and more countries identify cases of labour exploitation, forced begging and forced criminal activities, including identity and benefit fraud. Many victims of trafficking – both for sexual and other purposes – continue to remain hidden from the authorities, making it difficult to take measures to protect persons at risk.

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

The CBSS Member States have demonstrated enhanced efforts to develop the legal and institutional anti-trafficking framework and to improve responses to emerging concerns related to all forms of trafficking in human beings.

By 2016, most countries have developed anti-trafficking structures in place and implement National Action Plans (NAPs) or other anti-trafficking policy provisions. NAPs have been implemented or are currently being used in **Denmark, Estonia, Finland, Iceland, Latvia, Lithuania** and **Poland**. **Norway** is finalising a new Action Plan this year. **Germany** and the **Russian Federation** currently have no NAP. **Sweden** has no NAP as of now, although the action plan for the protection of children against trafficking was recently updated.

Some countries have made further efforts to improve their legislation. **Latvia** has elaborated an amendment to the Criminal Law supplementing the definition of trafficking in human beings. **Norway** introduced two new paragraphs for trafficking offences (§ 257 and § 258) in 2015 and increased the maximum sentence for human trafficking to six years, while the maximum sentence for aggravated trafficking remains at 10 years. The **Finnish** Criminal Code provisions concerning trafficking in human beings were amended in 2014 to clarify the distinction between trafficking in human beings and other trafficking related crimes, such as procuring and extortionate work discrimination. Furthermore **Finland** amended the legislative basis for providing assistance to victims of trafficking on 1 July 2015. The main goal of the new provisions was to clarify the process of identifying and assisting victims of trafficking and to ensure that the National Assistance System functions in a transparent and predictable way and is victim-centered in its approach.

Lithuania has recently taken a number of measures to improve the policy framework and adopted a Governmental Resolution on strengthening coordination of the fight against human trafficking in August 2016. The Resolution establishes an interagency commission for coordination of planning and implementation of all counter-trafficking efforts in Lithuania, and lists the agencies responsible for the planning and implementation of counter-trafficking actions.

Poland has introduced legislative changes to enhance protection and assistance to victims of human trafficking and in particular to improve possibilities for victims to receive compensation. Moreover, in 2015 **Germany** amended the Act to Revise the Right to Stay and the Termination of Residence improving the situation of victims of trafficking. Under the new legislation, victims of human trafficking who cooperate with law enforcement authorities shall be issued with a residence permit making clear that persons who help bring criminals to justice have a future in Germany.

In 2016 the County Administrative Board of Stockholm finalised the work to develop a National Referral Mechanism (NRM) in **Sweden**. It is currently the only country in the Baltic Sea region to have a fully implemented NRM. The Swedish NRM is outlined in a manual which clearly states the responsibilities of each authority regarding the referral of victims of trafficking. The NRM is operative in its form and based on Swedish legislation and on operative experiences from authorities in identifying victims.

NATIONAL COORDINATION MECHANISMS

National Coordination Mechanisms are a core element of the anti-trafficking responses in the region. Most of the Member States have established some form of national coordination mechanism as a strategy to combat human trafficking. Both **Sweden** and **Finland** have appointed a National Coordinator (NC) and National Rapporteur, although Finland is the only country in the region to have an independent National Rapporteur. **Denmark, Estonia, Germany, Latvia, Lithuania, and Norway** have all appointed National anti-trafficking coordinators. The tasks of the NC vary between countries although the main tasks of the NC is to coordinate the anti-trafficking work in the country and to make sure the implementation of the NAP is being carried out properly. It is also the NC's role to support NGOs and civil society and improve their cooperation with authorities on different levels.

In countries where a NC is not appointed the coordination task of anti-trafficking measures are instead designed to one particular or several ministries. In **Iceland, Poland, and the Russian Federation**, the Ministry of Interior is the body responsible for coordinating human trafficking efforts in cooperation with other relevant authorities.

Denmark, Estonia, Finland, Germany, Latvia, Lithuania, Iceland, Poland, Norway, and Sweden have inter-agency coordination bodies as a way of complementing the NC. The inter-agency groups are often used as a platform for the governmental and non-governmental actors dealing with human trafficking to interact and share experiences. **Lithuania** and **Sweden** have inter-agency coordination groups composed of solely governmental actors. In **Norway**, even if the Inter-Ministerial Commission is composed of governmental institutions, non - governmental organisations are included in the decision making process through the anti-trafficking national coordination unit (KOM). Currently there is no inter-agency coordination body in the **Russian Federation**.

BEST PRACTICES

Positive trends can be observed in all CBSS Member States to prevent trafficking in human beings and to expand and diversify assistance programmes to meet the needs of various vulnerable groups at the different levels. Best practices outlined in the report include various projects, activities, approaches, initiatives, practices, or processes implemented with an aim to fight human trafficking. Some exemplary samples from the pool of best practices are the following:

- **Denmark** has been at the forefront in the region on how to engage the private sector in prevention of trafficking for labour exploitation. The Danish Centre against Human Trafficking (CMM) has launched guidelines called "Managing the Risk of Hidden Forced Labour – A Guide for Companies and Employers". The guide is a part of CMM's double-edged strategy to combat forced labour by focusing both on private sector engagement and self-regulation as well as on the role of the authorities, inspection and regulation.
- **Estonia** has been trying to develop new and interactive tools to better fight human trafficking. In autumn 2015 a Garage48 "Trafficking in Persons" hackathon was organised in Tallinn. The event gathered creative entrepreneurs from different countries. The winner of the hackathon was a THATO platform, which provides tools for NGOs to find and analyze advertisements having signs of human trafficking.

- **Latvia** continues to be a regional leader in identifying and preventing sham marriages that put women in highly vulnerable situations, including cases of human trafficking. Currently Latvia is leading a transnational project HESTIA aimed at creating a shared understanding of a new, evolving form of trafficking in human beings – exploitative sham marriages, and to provide a precise definition of sham marriages as a form of human trafficking.
- Members States of the CBSS are increasingly acknowledging the role of local actors in prevention of human trafficking and provision of assistance to victims and intensifying efforts at the grassroots level. For example, in **Norway** several of the largest municipalities have established inter-agency operational teams to coordinate the local response measures. Their main task is to ensure the victims safety and needs of assistance. TOT teams consist of representatives from local municipal and law enforcement authorities and other stakeholders building knowledge and expertise over time and demonstrating impressive results. One example, in Bergen the local authorities have secured more convictions on trafficking than any other region in Norway, many of them concerning cases of child trafficking.
- **Poland** has been an example to other countries when it comes to establishing regional anti-trafficking task forces in all its voivodships. Poland envisages that local teams in different provinces will bring a significant, positive change in efficiency of work, save resources and reduce the overlapping structures and/or procedures in place. In addition, the created system should help to achieve the same quality level of knowledge, expertise, and a-know-how transfer throughout the country.

STATISTICS

Gathering statistical data is an essential part in trying to comprehend current developments in human trafficking. The CBSS Member States have come a long way in their efforts to establish a coherent and comprehensive approach in collecting data on human trafficking, but many problems still exist. Different countries and actors collect different data at different stages, a central data collection system is often lacking and the figures provided are not necessarily comparable in the first place. For example, the data concerning victims may come from multiple sources that combine data from governmental authorities and NGO data or lack one or the other.

Data included in this report has been collected from a range of actors working in the field of human trafficking. All the countries in the region collect data on human trafficking on a regular basis, however, in some cases this consists of a minimum set of data. The data presented covers the years 2013-2015 which allows the reader to take a look at some national trends and patterns emerging. Since not all CBSS Member States were able to provide all the required information, the key findings below are not all based on the same national data sets. Nevertheless, some clear patterns and trends can be distinguished when taking an overview of the statistical data presented from the Baltic Sea Region:

DATA ON VICTIMS

- Majority of the identified victims in the Baltic Sea region are women, although there are an increasing number of men being identified.
- Most identified victims in the Baltic Sea region originate from European countries. This echoes the EU level trend where 65% of identified victims in the EU Member States are EU-citizens.¹
- The largest number of victims of non-European citizenship comes from Nigeria. Other common countries of origin are Vietnam, Morocco and Thailand.

- In particular **Norway** and **Poland** are identifying a rising number of minors as victims of trafficking, with a total of 15% in Europe as a whole.²
- In the majority of the countries the main form of exploitation remains trafficking for sexual exploitation. In **Finland**, **Latvia** and **Lithuania** the numbers of identified victims of trafficking for other purposes has recently outnumbered that of sexual exploitation. In **Finland** the majority of victims are exploited in forced labour, while in **Lithuania** they are exploited for forced criminality and in **Latvia** for forced/sham marriages.
- In **Lithuania** and **Denmark** the number of identified victims of trafficking for forced criminality has increased rapidly in 2013-2015.

DATA ON TRAFFICKERS

Data on traffickers is limited; most of the countries collect only the total number of suspected traffickers, which is disaggregated by gender, nationality and sometimes by type of exploitation.

- The majority of traffickers are men with a few women involved, although Latvia had a majority of women being convicted for trafficking in 2015.
- Traffickers come from different countries and have diverse ethnic backgrounds. The majority possess citizenship of an EU Member State or are nationals of the destination country.
- The majority of perpetrators have strong connections to the country of origin of the victims.
- The majority of the traffickers are detected for trafficking for sexual exploitation. There is an increasing number in trafficking offences related to previously rare forms of trafficking, such as forced criminality, forced begging, and sham marriages (about 12% in Europe as a whole).

DATA ON CRIMINAL JUSTICE RESPONSES

- The number of trafficking investigations initiated by the police or other national authorities has increased in many countries in 2013-2015. This is the case for example in **Poland**, **Finland**, **Iceland** and **Lithuania**. In **Denmark** and **Germany** the number of investigations has however decreased.
- The number of convicted persons and or human trafficking convictions has remained quite stable in most countries. The number of convicted persons has increased in **Norway**, **Denmark** and **Poland**.
- The number of convictions for trafficking in human beings is still low in the Baltic Sea Region, when compared to the number of identified victims and the number of cases investigated by the police.

CURRENT CHALLENGES IN THE BALTIC SEA REGION

The changing trends and increasing obstacles of human trafficking in recent years has resulted in governmental agencies, NGOs and other stakeholders putting more efforts and attention to the trafficking issue. Fighting human trafficking continues to be a tremendous challenge, due to its sensitive and evolving nature. The CBSS countries all have several obstacles to face and overcome in order to further secure the region and create a society with less exploitation:

- The complex nature of human trafficking and its different forms has an impact on the understanding and awareness of the phenomenon, the identification of victims, assistance offered and on prevention of trafficking in general.
- The adequate assistance and protection of victims continues to pose challenges for national authorities. There are still frequent cases when victims are stigmatised and criminalised, especially if they can be viewed to have contributed to any sort of crime. Another major challenge is guaranteeing assistance to persons who are not willing to cooperate with authorities. The face of human trafficking and patterns of victimisation keep evolving and new forms of exploitation are being identified. Different forms of human trafficking can also overlap with each other and people are exploited for multiple purposes. Therefore, it is important to make sure that policy measures in place can be adapted to local changes and are reflected in all anti-trafficking work.
- Significant challenges remain in tackling the different aspects of trafficking in human beings and the need to strengthen the investigation of trafficking cases. Authorities in many countries still have problems in identifying and investigating cases of trafficking in human beings. The trafficking offence is considered hard to use and many potential trafficking cases are ultimately charged under other provisions of law, which results in a lack of case law especially regarding trafficking for other purposes than sexual exploitation.
- The mass migration due to, among other things, the armed conflict in Syria, puts many individuals migrating to Europe at risk, making them more vulnerable to trafficking and other forms of abuse. Human trafficking remains largely overlooked in crisis situations and the limited resources of authorities hinder initial identification of trafficking victims among migrant flows and result in impunity and increased exploitation in transit and destination countries.
- Prevention of human trafficking remains one of the most challenging and complex areas of intervention. It is often hard to demonstrate that preventative policies did indeed result in reducing the occurrence of trafficking in human beings, even though it is clear that in the long run it would be better to address trafficking before it occurs rather than resorting only to reactive polices. It is however important to make sure that preventative policies are not discriminatory and lead to generalisations about potential victims and risk groups.

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¹³ Frälsningsarmén (2013). Vårt arbete mot människohandel. <http://www.fralsningsarmen.se/Verksamhet/Socialt-arbete/Manniskohandel/vart-arbete-mot-manniskohandel/> [2016-09-02]

¹⁴ Caritas (2015). Migrations- och flyktingarbetet. <http://www.caritas.se/sa-arbetar-vi/migrations-och-flyktingarbetet> [2016-09-02]

¹⁵ Länsstyrelsen (2016): Manual vid misstanke om människohandel. Skydd och stöd till människohandelsoffer (Rapport 2016:5).

¹⁶ Nationellt Stödprogram 2015-2016. Utfört av Plattformen Civila Sverige på uppdrag av Länsstyrelsen i Stockholm. 30.3.2016.

¹⁷ Bjallerstedt et al. (2014). TRACE (Deliverable 6.1).

¹⁸ Statistical information. Victims assisted by NGOs: Swedish Civil Society Platform (2015).

Civilsamhällets kontakter med utsatta för människohandel. Available at <https://manniskohandel.files.wordpress.com/2016/01/statistik-2010-2015-civilsamh3a4llets-kontakter-med-utsatta-fc3b6r-mc3a4nniskohandel.pdf>. Multiple forms of exploitation in the victim statistics refers to sexual

exploitation in combination with other forms of exploitation, such as domestic servitude, begging or forced criminality. Possible victims identified by the Migration Agency: Migrationsverket (2016). Människohandel. Information till dig som är god man till ensamkommande barn, p. 13. Victims involved in criminal proceedings: Refers to deemed victims of trafficking on reasonable grounds by the Police.

Sweden 2015; 2014; 2013 - Statistical information on Trafficking in Human Beings, provided by the Swedish National Rapporteur. Crimes reported to the Police: BRÅ (2016). Anmälda brott efter brottstyp åren 2006-2015. Persons charged: Sweden 2015; 2014; 2013 - Statistical information on Trafficking in Human Beings, provided by the Swedish National Rapporteur. Convicted persons: BRÅ (2016).

Tabell 40G. Lagföringsbesluta efter huvudbrott åren 2006–2015; Sweden 2015; 2014; 2013 - Statistical information on Trafficking in Human Beings, provided by the Swedish National Rapporteur.

SUMMARY

¹ European Commission (2016): Report from the Commission to the European Parliament and the Council. Report on progress made in the fight against trafficking in human beings (2016, as required under Article 20 of Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims). Brussels, p. 4.

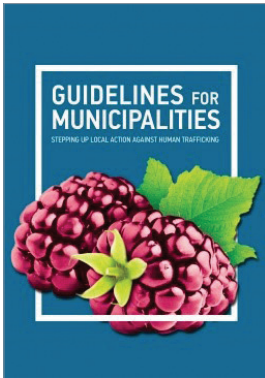
² Ibid.

³ Ibid.

ACRONYMS AND ABBREVIATIONS

- BMAS** – German Federal Ministry for Labour and Social Affairs
- BMFSFJ** – German Federal Ministry of Affairs, Senior Citizens, Women and Youth
- CBSS** – Council of the Baltic Sea States
- CIS** – Commonwealth of Independent States
- CMM** – Center Mod Menneskehandel (Danish Centre against Human Trafficking)
- EU** – European Union
- GRETA** – Group of Experts on Action against Trafficking in Human Beings
- ICL** – Icelandic Confederation of Labour
- ICMPD** – International Centre for Migration Policy Development
- IDM** – International Organization for Migration
- KCİK** – National Consulting and Intervention Centre for Victims of Human Trafficking (Poland)
- KOK** – German NGO Network against Trafficking in Human Beings
- KOM** – The Coordination Unit for Victims of Trafficking (Norway)
- LAMP** – Länsstyrelsens arbetsgrupp mot människohandel och prostitution (Swedish Working Group of the County Administrative Boards on Human Trafficking and Prostitution)
- LFT** – NGO Living for Tomorrow (Estonia)
- MIA** – Polish Ministry of Interior and Administration
- MONIKA** – Multicultural Women's Association (Finland)
- NAP** – National Action Plan
- NC** – National Coordinator
- NGO** – Non-Governmental Organisation
- NMT** – Swedish National Support Operations Team against Prostitution and Trafficking in Human Being
- NR** – National Rapporteur
- NRM** – National Referral Mechanism
- NSP** – Swedish National Support Programme for Victims of Trafficking
- PoMOC** – Mary Immaculate Association for Women and Children (Poland)
- RIKU** – NGO Victim Support (Finland)
- TF-THB** – Task Force against Trafficking in Human Beings
- UN** – United Nations
- UNHCR** – Office of the United Nations High Commissioner for Refugees

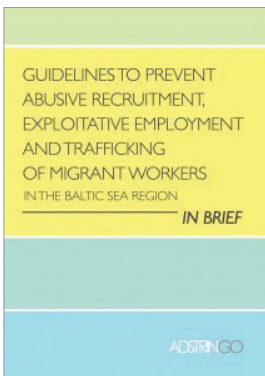
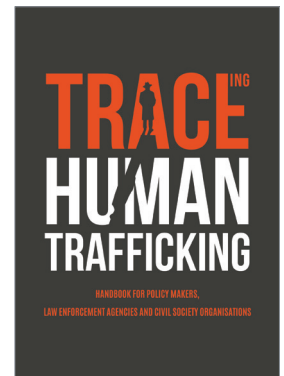
The Task Force against Trafficking in Human Beings focuses on actions that facilitate and strengthen partnerships, exchange of knowledge and capacity building between key actors at different levels in the region, identifying instances of exploitation and to assisting victims of all forms of human trafficking. Here are some of the recent (2013 – 2016) publications and reports.



THE GUIDELINES FOR MUNICIPALITIES – STEPPING UP LOCAL ACTION AGAINST HUMAN TRAFFICKING

aims to provide local actors with the knowledge and right tools to strengthen their role in the work against human trafficking and increase effectiveness of the anti-trafficking actions by ensuring proper and timely victim identification, adequate and sustainable assistance and protection. The Guidelines are available in English, Estonian, Finnish, German, Latvian, Lithuanian, Norwegian, Polish, Russian and Swedish languages.

TRACE HANDBOOK. The Handbook “TRACE-ing Human Trafficking” is the culmination of research, fieldwork and other collaborative activities focused on the aspects of human trafficking as a criminal enterprise. It provides findings and recommendations based on the EU funded TRACE-project that covered the following aspects: understanding human trafficking as a criminal enterprise; the current and future trends in human trafficking; the profiles of traffickers; use of technology related to human trafficking and the social, political and economic environment in which the business of human trafficking thrives. The handbook targets policy makers, law enforcement agencies and civil society organisations who work to disrupt, combat and prevent human trafficking. The handbook and other TRACE reports are available at www.Trace-project.eu and www.cbss.org



THE GUIDELINES – IN BRIEF version functions as a quick overview and checklist on how to best prevent exploitation of migrant workers. It is targeting States, Businesses – especially Recruitment Agencies and Employers - Trade Unions and NGOs. The In Brief version includes short extracts from the original Guidelines and is available in English, Estonian, Finnish, German, Latvian, Polish, Russian and Swedish languages.

THE ROUND-UP REPORT ON THE TRAFFICKING SITUATION IN THE BALTIC SEA REGION is the first report that contains chapters on each CBSS Member States as well as an overview of actions taken by the European Commission. The report with a special focus on each individual Member State, highlights practices and concentrates on new trends, ongoing projects, updates to the legal and institutional framework and coordination mechanisms.

Human
Trafficking
2013
– Baltic Sea
Region
Round-up



THE HANDBOOK FOR DIPLOMATIC AND CONSULAR PERSONNEL ON HOW TO ASSIST AND PROTECT VICTIMS OF HUMAN TRAFFICKING aims to increase knowledge of diplomatic and consular personnel about trafficking in human beings and provide them with tools on how to react if there is any suspicion or discovery of a case of human trafficking. The handbook is designed to be easy to use, refer to and guide consular and diplomatic personnel when dealing with possible situations of human trafficking.

All the reports are available at the CBSS website:
<http://www.cbss.org/safe-secure-region/tfthb>



