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**HUMAN TRAFFICKING, OTHER FORMS OF EXPLOITATION AND  
PREVENTION POLICIES**

September 2014

[www.cipc-icpc.org](http://www.cipc-icpc.org)

## **Human Trafficking, Other Forms of Exploitation and Prevention Policies**

June 2014

This report was jointly financed by the International Centre for the Prevention of Crime (ICPC) and the Government of Canada's National Crime Prevention Centre (NCPC).

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Will it be possible one day to solve a problem that dates back thousands of years?

When a human being comes to be perceived by another individual as a piece of merchandise, a commodity from which he or she can reap benefits, then humanity reaches a stage of disequilibrium. When only the law of 'the survival of the fittest' ruled the world, the dealing of vulnerable individuals constituted an element of an inherently unhealthy logic. Nowadays, in a world that wants to be civilized and respectful of human rights, in a society that bases itself on the contribution of the individual for the benefit of all, what remains is the dysfunction that is human trafficking. Logic no longer holds a place in this dynamic.

The seizing of a human being's rights by another can never be justified. It is inconceivable that a person cannot reap the benefits of his or her contribution to society, cannot maintain his or her integrity or be master of his or her fate. . There can be no justification for dehumanizing a human being.

The trafficking of persons is not a recent phenomenon but in recent years, it has become the object of increased attention on the part of the international community. Due to the increased mobility of populations and the growth of social networks, trafficking has found new means to grow since the 1990s. Often cited as 'modern slavery', human trafficking involves the abnegation of the person by depriving him or her of his or her fundamental rights, in order ultimately to turn this person into a commodity in the same category as drugs and weapons. Thus human trafficking is a criminal activity that drives all of us to work together to find solutions.

In recent years, the International Centre for the Prevention of Crime (ICPC) has begun to focus its attention on the scourge that is human trafficking by participating in multi-sector working groups and international meetings. As a unique international forum for exchange and knowledge on the matters of crime prevention and community safety, ICPC advocates for prevention as a strategy in the fight against crime. Preventing crime is a key approach that promotes close cooperation between different actors involved in local, national, and international levels. ICPC strongly encourages this collaboration as well as the exchange of best practices for prevention in order to

assist governments, organizations and civil society to develop actions with the common objective of improving community safety.

With a phenomenon as complex as human trafficking and with the astronomical financial profits that are being generated by traffickers, prevention becomes all the more relevant in the fight against this type of crime. A multitude of preventive actions can be put in place to impact all levels of the trafficking continuum. This report has been written with the intention of providing concrete information and practices to the Government of Canada on anti-human trafficking strategies developed by other countries.

We would like to thank Canada, which has on –the one hand, as current events have demonstrated, maintained pressure on traffickers in its fight against human trafficking, and on the other hand, has been researching avenues to prevent this type of crime. More importantly, ICPC hopes that this report will become, on a larger scale, a tool for any organization whose efforts are concentrated on the struggle against human trafficking.

So, yes, let us believe that this type of criminal activity will be eradicated one day and that every small step in this direction, each small victory, matters.

We would like to thank everyone who contributed to the production of this report, including the ICPC staff for their support, advice and review of the report, Daniel Cauchy, ICPC Director General, and Serges Bruneau, ICPC Director of Programmes.

We would also like to express our gratitude to all of our international partners and to the governments, organizations and individuals whose assistance has made the drafting of this report possible. Their contribution in terms of researching information and sharing data and contacts has been particularly valuable. Noteworthy among these are the contributions from Belgium, France, Mexico, Sweden, Norway, the United States, the Netherlands, the United Kingdom, Italy and Australia. We wish to extend our most sincere thanks for their availability, their support and their commitment to combating human trafficking and promoting prevention. Finally, we are particularly grateful to the Government of Canada for its long-standing support of the ICPC, and for funding this report.

The increasing mobility of people in recent years has created a more expansive market for traffickers of human beings. The global and evolving nature of the phenomenon of human trafficking makes it a complex crime that is difficult to fully comprehend. Over the last twenty years, there has been increased interest in this type of crime at the international level, with a view to better understanding it and addressing it more effectively. The Palermo Convention (United Nations, 2000), an international reference tool in the fight against human trafficking, brought together 147 member States to acknowledge the seriousness of such a crime and the need to collaborate at the international level in order to eradicate it (UNODC, 2008).

Human trafficking is defined as:

"the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation."

UN (2000, p. 2)

The additional Protocol to Prevent, Suppress and Punish Trafficking in Persons is the first instrument to provide a common definition of human trafficking. These instruments set international standards for the implementation of strategies aimed at combating human trafficking.

The fight against human trafficking poses an immense challenge. A number of governments have developed policies and legislation aimed at addressing this phenomenon. For example, Canada recently developed a National Action Plan.<sup>1</sup> Faced with the same challenges as other source, transit and destination countries, Canada funded this report for the purpose of documenting

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<sup>1</sup> Canada's *National Action Plan to Combat Human Trafficking*: <http://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/ntnl-ctn-pln-cmbt/index-eng.aspx>



actions to combat trafficking at the international level, and thus facilitate an exchange of promising practices. Considering the fact that repressive measures are not sufficient to combat the social root of this problem, a preventive approach is required.

This report, *Human Trafficking, Other Forms of Exploitation and Prevention Policies*, explores strategies and initiatives related to the prevention of human trafficking that have been implemented in various developed countries. It covers the following themes: strategies aimed at combating human trafficking; enumeration; dissemination and coordination between the various levels to prevent and combat human trafficking; data collection systems; position in relation to application and evaluation.

### Chapter 1: International context

The first chapter deals with the international context and global trends in trafficking in terms of migratory movements and types of trafficking. It also provides a brief overview of the profiles of victims and traffickers. The chapter concludes with a presentation of the principal international tools that have been established to coordinate actions aimed at combating human trafficking. It also identifies principles of prevention related to human trafficking that have been adopted by international organizations, focusing on root causes, awareness-raising and deterring demand.

### Chapter 2: Methodology

The second chapter summarizes the background to the production of this report. It explains the methodology used to research available information and documentation. This chapter also clarifies the definitions and concepts used in this report.

### Chapter 3: Exploration and analysis of strategies and initiatives related to the prevention of human trafficking

The final chapter explores the strategies that have been implemented at the national level in other countries. It first examines the mechanisms for coordination, and information gathering and dissemination across various levels. The report also highlights the different positions taken by various countries with respect to the application and the evaluation of available initiatives. The final section focuses on presenting various international practices, including awareness-raising campaigns, training, measures implemented at borders, actions aimed at youth, and rehabilitation.

<b>AAP</b>	<i>Plan d'action du gouvernement australien pour l'éradication de la traite humaine</i>	<b>AAP</b>	Australian Government Action Plan to Eradicate Trafficking in Persons
<b>BFA</b>	<i>Visa de transition</i>	<b>BFA</b>	Bridging F visa
<b>BIT</b>	Bureau international du travail	<b>ILO</b>	International Labour Office
<b>Bufdir</b>	Direction norvégienne de l'enfance, de la jeunesse et de la famille	<b>Bufdir</b>	<i>Norwegian Directorate for Children, Youth and Family Affairs Barne-ungdoms- og familiedirektoratet</i>
<b>CABS</b>	Conseil administratif du Comté de Stockholm	<b>CABS</b>	<i>County Administrative Board of Stockholm Länsstyrelsen Stockholm</i>
<b>CAVAC</b>	Centre d'aide aux victimes d'actes criminels	<b>CAVAC</b>	<i>Crime Victims Assistance Centre</i>
<b>CBSS</b>	<i>Conseil des États de la mer Baltiques</i>	<b>CBSS</b>	Council of the Baltic Sea States
<b>CECLR</b>	Centre pour l'égalité des chances et la Lutte contre le Racisme	<b>CECLR</b>	Centre for Equal Opportunities and Opposition to Racism
<b>CEOP</b>	Centre contre l'exploitation et pour la protection en ligne des enfants	<b>CEOP</b>	Child Exploitation and Online Protection Centre
<b>CIATTEH</b>	Centre d'information et d'analyse en matière de trafic et de traite des êtres humains	<b>CIATTEH</b>	<i>Centre for Information and Analysis regarding Trafficking and Smuggling in Human Beings</i>
<b>CIPC</b>	Centre international pour la prévention de la criminalité	<b>ICPC</b>	International Centre for the Prevention of Crime
<b>CIRDP</b>	Centre international pour la réforme du droit criminel et la politique en matière de justice pénale	<b>ICCLR</b>	International Centre for Criminal Law Reform and Criminal Justice Policy
<b>CN</b>	Coordonnateur national	<b>NC</b>	National Coordinator
<b>CNPC</b>	Centre national de prévention du crime	<b>NCPC</b>	National Crime Prevention Centre
<b>CRI</b>	Commission Rogatoire Internationale	<b>ILR</b>	<i>International Letter of Request</i>
<b>DCIM</b>	Collecte de données et de gestion de l'information	<b>DCIM</b>	Data Collection and Information Management
<b>DSS</b>	<i>Département des services sociaux</i>	<b>DSS</b>	Department of Social Services
<b>ECPAT</b>	<i>Fin à la prostitution des enfants dans le tourisme asiatique</i>	<b>ECPAT</b>	End Child Prostitution in Asian Tourism
<b>FESU</b>	Forum européen de sécurité urbaine	<b>EFUS</b>	European Forum for Urban Security
<b>GEMS</b>	<i>Service d'éducation et de mentorat des filles</i>	<b>GEMS</b>	Girls Educational and Mentoring Services
<b>GLA</b>	<i>Autorité d'agrément des contremaîtres</i>	<b>GLA</b>	Gangmasters Licensing Authority
<b>GRC</b>	Gendarmerie Royale du Canada	<b>RCMP</b>	Royal Canadian Mounted Police
<b>GRETA</b>	Groupe d'experts sur la lutte contre la traite des êtres humains	<b>GRETA</b>	Group of Experts on Action against Trafficking in Human Beings
<b>GT</b>	Groupe de travail	<b>WG</b>	Working Group
<b>HCDH</b>	Haut-commissariat aux droits de l'homme	<b>OHCHR</b>	Office of the High Commissioner for Human Rights
<b>HSTC</b>	<i>Centre de traite et de trafic des êtres humains</i>	<b>HSTC</b>	Human Smuggling and Trafficking Center
<b>ICMPD</b>	Centre international pour le développement de politiques migratoires	<b>ICMPD</b>	International Centre for Migration Policy Development

<b>IDMG</b>	<i>Groupe ministériel interdépartemental sur la lutte contre la traite</i>	<b>IDMG</b>	Inter-Departmental Ministerial Group
<b>IMDI</b>	<i>Direction de l'immigration et la diversité</i>	<b>IMDI</b>	<i>Directorate of Immigration and Diversity</i> Integrerings- og mangfoldsdirektorated
<b>KOM</b>	<i>Unité de coordination nationale pour les victimes de la traite</i> Koordineringsenheten for Offre for Menneskehandel	<b>KOM</b>	<i>National Coordination Unit for Victims of Trafficking</i>
<b>LOSU</b>	<i>Association norvégienne de sensibilisation sociale du travail jeunesse</i>	<b>LOSU</b>	<i>Norwegian Association for outreach Work with Youth</i> Landsforeningen for Oppsøkende Sosialt Ungdomsarbeid
<b>MIPROF</b>	Mission interministérielle pour la protection des femmes contre les violences et la lutte contre la traite des êtres humains	<b>MIPROF</b>	<i>Interministerial Mission for the Protection of Women against Violence and Human Trafficking</i>
<b>MNC</b>	Mécanisme national de coordination	<b>NCM</b>	<i>National Coordination Mecanism</i>
<b>NAV</b>	<i>Direction norvégienne du travail et de l'assistance sociale</i>	<b>NAV</b>	<i>Norwegian Labour and Welfare Services</i> Nye arbeids- og velferdsetaten
<b>NBHW</b>	<i>Conseil national de la santé et d'assistance sociale</i>	<b>NBHW</b>	<i>National Board of Health and Welfare</i> Socialstyrelsen
<b>NCA</b>	<i>Agence nationale de la criminalité</i>	<b>NCA</b>	National Crime Agency
<b>NTFHT</b>	<i>Groupe de travail national contre la traite de personnes</i>	<b>NTFHT</b>	<i>National Task Force against Human Trafficking</i> Nasjonelt Metodstöd mot prostitution och människohandel
<b>NTNU</b>	<i>Centre d'expertise nationale</i> Samfunnsforskning	<b>NTNU</b>	<i>National Centre of Expertise</i>
<b>OCRTEH</b>	Office central pour la répression de la traite des êtres humains	<b>OCRTEH</b>	<i>Central Office for the Abolition of Human Trafficking</i>
<b>OIM</b>	Organisation international pour les migrations	<b>IOM</b>	International Organization for Migration
<b>OIT</b>	Organisation international du travail	<b>ILO</b>	International Labour Organisation
<b>OMTC</b>	<i>Office de surveillance et de lutte à la traite humaine</i>	<b>OMCT</b>	Office to Monitor and Combat Trafficking
<b>ONG</b>	Organisation non gouvernementale	<b>NGO</b>	Non-Governmental Organization
<b>ONUDC</b>	Office des Nations Unis contre la drogue et le crime	<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>OSCE</b>	Organisation pour la sécurité et la coopération en Europe	<b>OSCE</b>	Organization for Security and Co-operation in Europe
<b>PACT</b>	Personne en action contre la traite des personnes	<b>PACT</b>	Persons Against the Crime of Trafficking in humans
<b>PAN</b>	Plan d'action national	<b>NAP</b>	National Action Plan
<b>PION</b>	<i>Organisation des travailleuses du sexe en Norvège</i>	<b>PION</b>	<i>Organization for Sex Workers in Norway</i> Prostitueters Interesseorganisasjon i norge
<b>PITF</b>	<i>Groupe de travail interdépartemental de lutte et de surveillance de la traite humaine</i>	<b>PITF</b>	President's Interagency Task Force to Monitor and Combat Trafficking
<b>RALON</b>	<i>Réseau risques et liaison à l'étranger</i>	<b>RALON</b>	Risk and Liaison Overseas Network
<b>RIEC</b>	<i>Centre régional d'information et d'expertise</i>	<b>RIEC</b>	Regional Centre for Information and Expertise
<b>SNC</b>	Secrétariat national de coordination	<b>NCS</b>	National Coordination Secretariat

<b>SOCA</b>	<i>Agence sérieuse contre le crime organisé</i>	<b>SOCA</b>	Serious Organized Crime Agency
<b>SPC</b>	Sécurité publique Canada	<b>PSC</b>	Public Security Canada
<b>SPF</b>	Service public fédéral	<b>SPF</b>	<i>Public Federal Service</i>
<b>SPOG</b>	Groupe opérationnel principal de la politique	<b>SPOG</b>	Senior Policy Operating Group
<b>SPVM</b>	Service de Police de la Ville de Montréal	<b>SPVM</b>	<i>Montreal Police Service</i>
<b>STPP</b>	<i>Office australien de soutien pour le programme de lutte contre la traite</i>	<b>STPP</b>	Australian Government's Support for trafficked Persons Program
<b>TVPA</b>	<i>Loi sur la protection des victimes de la traite</i>	<b>TVPA</b>	Trafficking Victims Protection Act
<b>UDI</b>	<i>Direction norvégienne de l'immigration</i>	<b>UDI</b>	<i>Norwegian Directorate of Immigration Utlendingsdirektoratet</i>
<b>UKBA</b>	<i>Agence de protection des frontières du Royaume Uni</i>	<b>UKBA</b>	United Kingdom Border Agency
<b>UKHTC</b>	<i>Centre national de lutte contre la traite du Royaume Uni</i>	<b>UKHTC</b>	Human Trafficking Centre
<b>UNICRI</b>	Institut interrégional de recherche des Nations unies sur la criminalité et la justice	<b>UNICRI</b>	United Nations Interregional Crime and Justice Institute

Human trafficking has become a more pressing issue at the international level over the course of the last twenty years, being influenced by globalization and increased migratory movements. There is a lack of data on the precise number of victims of trafficking, yet several studies have demonstrated its global scale. According to the United Nations (UN), human trafficking is the third-most widespread form of trafficking, after drugs and arms trafficking (France Diplomatie, 2014). Profits made by traffickers are estimated at \$32 billion US annually (ILO, 2005). There are at least 2.4 million victims around the world (ILO, 2005), 27% of whom are minors and 76% of whom are women and girls (UNODC, 2012). Sexual exploitation continues to be the most widespread form of trafficking, and it is also the most well-known and recognized form. Special attention must also be paid to labour exploitation, which affects an estimated 21 million victims (ILO, 2012). As a global phenomenon, many countries are affected, whether as a country of origin, transit or destination. The international community has focused its attention on this violation of human rights over the last few years, and has developed international instruments aimed at combating this issue. The *Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children*, the main global tool aimed at preventing and combating trafficking, was adopted by the UN in 2000.<sup>2</sup> One hundred and forty-eight countries signed to the Protocol, and many have started to develop national strategies aimed at combating trafficking.

As mentioned, this report was commissioned by Public Safety Canada, National Crime Prevention Centre (NCPC), Government of Canada<sup>3</sup>, with the aim of providing practical information through an exploration and analysis of national, regional and local strategies related to human trafficking. Canada has a particular interest in integrating a prevention aspect into its national action plan as it has been recognized as a country of origin, transit and destination for human trafficking. As a long-standing partner, NCPC has commissioned the International Centre for the Prevention of Crime (ICPC) to prepare this report. ICPC has solid experience in the field of collating international knowledge pertaining to measures, strategies and promising practices related to crime prevention. Through its holistic approach, ICPC promotes multi-partner collaboration among various stakeholders aimed at working together toward a common strategy. Over the years, ICPC

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<sup>2</sup> Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, UN, 2000: <http://www.unodc.org/unodc/en/treaties/CTOC/>

<sup>3</sup> Founder and member of the ICPC.

has also had the opportunity to attend various national and international meetings on human trafficking, and conduct its own studies on the issue. In 2011, ICPC participated in roundtable discussions aimed at examining promising practices in the prevention of human trafficking as a means of developing a human trafficking action plan for Canada. ICPC also devoted an entire chapter to human trafficking in its 2012 international report<sup>4</sup>, which focused on examining existing national human trafficking action plans. In 2013, ICPC worked in partnership with the International Centre for Criminal Law Reform and Criminal Justice Policy (ICCLR) to coordinate a roundtable discussion pertaining to labour exploitation. This issue is also addressed in its fourth international report (ICPC, 2014), with a particular focus on the impact of human trafficking on local communities.

This report constitutes a first attempt by ICPC to gather information on the mechanisms and links between various government departments and civil society groups in various countries to address the prevention of human trafficking. The report is intended primarily for the Government of Canada, which finds itself in a similar situation to the countries examined in this report, and also for decision-makers, organizations, practitioners, researchers, and civil society members who wish to obtain practical information pertaining to the measures that have been implemented to combat trafficking. By taking stock of the practices and strategies that have been developed at the international level, ICPC hopes to provide relevant information that can assist in directing Canada's interest in preventing human trafficking.

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<sup>4</sup> The 2012 International Report on Crime Prevention and Community Safety: <http://www.crime-prevention-intl.org/en/publications/report/report/article/translate-to-english-rapport-international-2012-sur-la-prevention-de-la-criminalite-et-la-secu.html>

## 1. International context

Several major trends related to human trafficking have recently emerged at the international level. These trends have been documented in various reports such as the *Global Report on Trafficking in Persons*, released by the United Nation's Office on Drugs and Crime (UNODC, 2012), and the *Trafficking in Persons Report* published by the U.S. Department of State. Despite the existence of such reports, data collection remains one of the main challenges of this phenomenon, as data tends to differ from one organization to another and between countries. The divergence in data collection methods of different countries should be taken into account, along with a greater amount of attention paid to specific types of trafficking, as reflected in the number of cases detected. Data should be interpreted as trends but it can also be used for spatio-temporal analyses.

### 1.1. Global trends in human trafficking

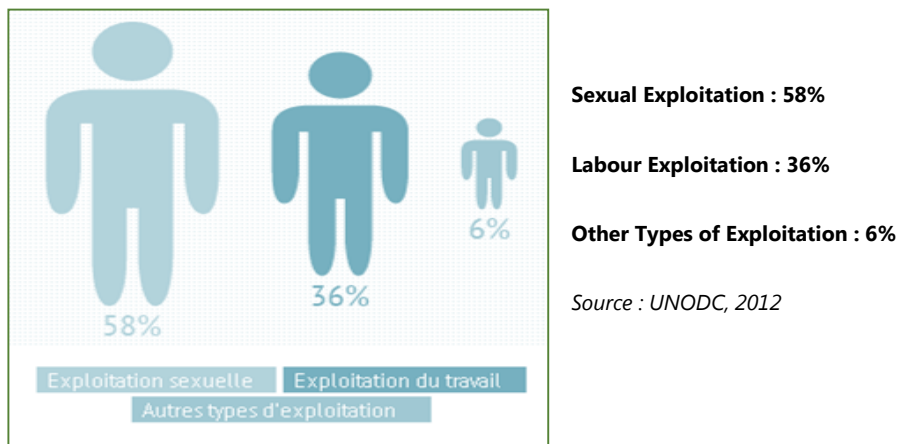
#### Migratory movements

The attention paid to human trafficking is justified by the fact that every country is affected by this phenomenon. UNODC's 2012 global report reveals that between 2007 and 2010, victims from 136 different nations were identified in 118 countries across the world. Over the same period, 27% of those individuals were victimized in their country of origin, and this number is increasing; up from 19% in 2007 to 31% in 2010. Nearly 45% of victims are displaced within their sub-region (UNODC, 2012, p. 41). However, this trend is reversed in Western and Central Europe, and in North and Central America and the Caribbean, where 31.9% and 31.6% of victims respectively come from other regions (UNODC, 2012, p. 42). Western and Central Europe are the regions that report the greatest number of nationalities for victims; 112. In terms of other parts of Europe and Central Asia, victims are more likely to come from the Balkans (30%), followed by Western Africa (14%), East Asia (7%), the Americas (7%), Central Europe (7%), and Eastern Europe and Central Asia (5%).

## Types of trafficking

Sexual exploitation is the most common form of exploitation in the Americas, Europe and Central Asia, whereas forced labour is most often present in the Middle East, Africa, Southern and Eastern Asia and the Pacific region (UNODC, 2012, p. 71, 76). However, the latter tends to be recognized more frequently in other regions as well, due to greater attention and recognition given to this form of exploitation. Cases related to the removal of organs remain rare, but are nevertheless a reality in certain countries. The number of cases commonly recorded under “other types of trafficking” is low (Figure 1).

**Figure 1. 2012 victim distribution by type of exploitation**



However, it is relevant to note the diversity of documented forms of trafficking that are not specifically stipulated in the Palermo Protocol, and which tend to be related to the regional or national context. These forms may involve forced marriage, illegal adoption, participation in armed conflicts or the recruitment of child soldiers. Through the literature reviewed for this report, we noted that many European countries have added additional forms of trafficking to their data collection. In fact, in addition to the majority of European countries that have identified forced begging and forced theft as a type of trafficking, Norway has also identified other types of exploitation related to labour. The most highly represented category among these relates to

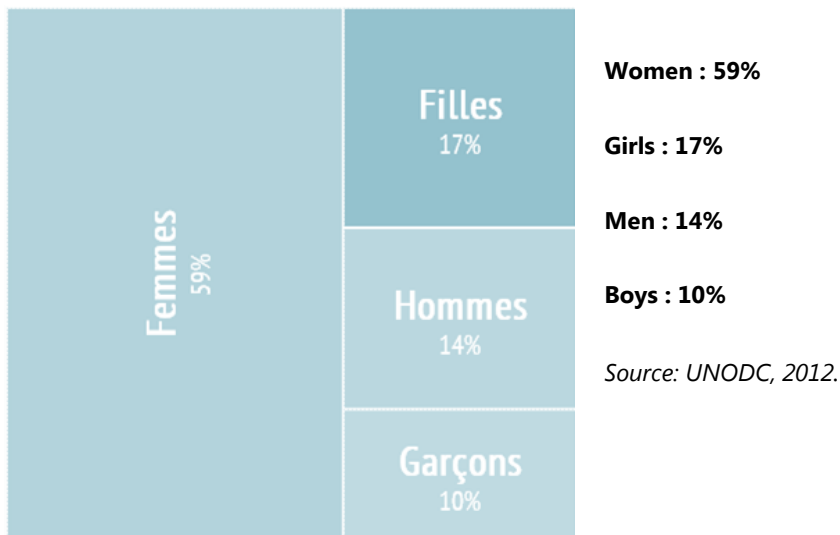


individuals who are forced to sell, transport or store illegal drugs. In 2009 this category was yet defined as a type of exploitation, but in 2010 this kind of trafficking was reported quite often. All of the victims are underage boys.

## Victims

The majority of victims of trafficking are women. Between 2007 and 2009, women represented 55% to 59% of cases (Figure 2).

**Figure 2. 2009 globally detected victim distribution by gender and age**



However, the data is regionally based as the percentage of child victims exceeds 68% of cases in Africa and the Middle East, and 27% of cases in the Americas. The percentage of child victims of trafficking is on the rise, increasing from 20% for the period from 2003-2006, to 27% for 2007-2010 (UNODC, 2012). It is important to note that the proportion of girls included in this number increased for the period from 2007-2010.

## Traffickers

In terms of traffickers, two-thirds of individuals who were prosecuted and/or sentenced are male, although the number of female traffickers is increasing and is proportionally higher for human trafficking than for any other type of crime. Their involvement differs from that of men in that they play subordinate roles, which also makes them more prone to being detected. Their involvement has been documented in Eastern Europe and Asia more frequently than in any other region of the world. Traffickers generally come from the country concerned, although this depends on the role of the country in the continuum of trafficking<sup>5</sup>. Conversely, in terms of the country of destination, reported traffickers tend to be of foreign origin (UNODC, 2012).

### 1.2. International developments

Human trafficking is a global phenomenon, and political interest in this issue took an important turn after 2010, when the United Nations General Assembly adopted the *Global Action Plan to Combat Trafficking in Persons* (Figure 3). Despite the fact that the lack of knowledge pertaining to the issue has been identified as the main factor limiting action, Member States have supported research efforts. As a result, many studies have been made on the subject and a large volume of data is now available. However, it is important to stress that the data remains incomplete, due to the clandestine and complex nature of the activity.

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<sup>5</sup> The continuum of trafficking refers to the different stages of human trafficking, from recruitment to the eventual rehabilitation, to transport and operate.

**Figure 3. The United Nations Global Action Plan to Combat Trafficking in Persons (RES/64/293)**

The United Nations demonstrated its commitment to combating human trafficking by adopting a *Global Action Plan* in 2010. This plan is developed around four pillars (the “4P” approach):

- I. Prevention of trafficking in persons.
- II. Protection of and assistance to victims of trafficking in persons.
- III. Prosecution of crimes of trafficking in persons.
- IV. Strengthening of partnerships against trafficking in persons.

Source : UN, 2010

A preliminary international effort was set in motion in 2000, with the adoption of the *Palermo Protocol* (Figure 4), which aimed to establish policies for combating human trafficking.

Between 2003 and 2008, the number of countries that introduced the criminalization of human trafficking into their legislation doubled (UNODC, 2012). By 2012, 153 countries had added a specific offence to their national legislation, providing a common basis for defining trafficking and allowing for international cooperation. However, according to the latest 2013 report on human trafficking produced by the U.S. Department of State (Figure 5), there is still much to be done.

**Figure 4. The United Nations Convention against Transnational Organized Crime, 2000, called the Palermo Convention, targets transnational organized crime.**

It is supplemented by three protocols, each of which targets a specific form of crime :

- Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (UN, 2003);
- Protocol against the Smuggling of Migrants by Land, Sea and Air (UN, 2004);
- Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition (UN, 2005).

Source : UN, 2000.

**Figure 5. Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children.**

The protocol aims to (article 2) :

- Prevent and fight against trafficking in persons, with special attention on women and children;
- Protect and assist the victims of trafficking in persons with full respect for their human rights;
- Promote cooperation between states in order to achieve these objectives.

This is the first international instrument with a globally agreed definition of trafficking in persons (article 3).

*Source : US Department of State, 2013*

**Countries adopting American standards in combatting human trafficking.**



*Source : US Department of State, 2013*

**Canada, United States, Nicaragua, Colombia, Iceland, Ireland, United Kingdom, Norway, Sweden, Finland, Denmark, Poland, Germany, the Netherlands, Belgium, Luxemburg, France, Spain, Italy, Czech Republic, Austria, Macedonia, South Korea, Australia, New Zealand**

In the past few years, there has been an increase in the number of national action plans. In 2011, 41.5% of the 193 countries examined by ICPC in its chapter on trafficking and exploitation of persons had implemented a national action plan against human trafficking (ICPC, 2012). Western

and Central Europe have the highest number of countries with national action plans (i.e. 81% of countries in the region). It should also be noted that more than 50% of national plans involve partnerships at the local and international levels (ICPC, 2012). This demonstrates a recognition of the importance of partnership in addressing this issue.

Adopted in 2010, the United Nations *Global Plan of Action to Combat Trafficking in Persons* endorsed the “4P” approach as the most effective for addressing human trafficking. Several countries have followed suit by integrating measures aimed at prevention, protection and assistance to victims of trafficking, as well as prosecution of traffickers and building partnerships. Prevention is integrated in 60% of the 80 countries that declared they had a national action plan (ICPC, 2012). However, despite the efforts to address human trafficking, several major challenges remain. The UNODC’s 2012 Global Report on Trafficking in Persons identified three main challenges at the international level: lack of knowledge and research; lack of skills; and lack of monitoring and evaluation. As previously mentioned, lack of knowledge hinders a good understanding of the phenomenon. In addition, the diversity in interpretations of the definition of trafficking and its multiple approaches make comparison between countries difficult. The lack of training for professionals can have an impact on detecting cases, understanding the complexity of the crime, and working with victims. Many countries are becoming more aware of this priority and have integrated training into their action plans. Further, monitoring and evaluation are important for tracking the effectiveness of actions and assessing their impact.

In addition to these challenges, various professionals have highlighted other obstacles related to the difficulty of detection, as outlined in reports or during roundtable discussions. For example, a quick interpretation is often made of cases involving domestic violence or labour standard violations that may actually be cases of human trafficking. Investigation and prosecution represent another challenge. Investigation into trafficking is too often reactive, that is to say after an event comes to the attention of the police, whereas proactive investigations contribute to better detection and could avoid many consequences for victims. Investigations, meanwhile, face a number of obstacles, including lack of financial and human resources and the difficulty of ensuring a continued collaboration with the victim. Indeed, the victim can be reluctant to cooperate and maintain a link with the police for fear of traffickers, lack trust in the authorities, feel misunderstood or even because of the psychological consequences of the exploitation.

Combined with lengthy procedures, lack of specialized training for professionals involved and the difficulty of collaboration between different organizations, investigation becomes complex.

### 1.3. Principles of prevention

The United Nations *Global Plan of Action to Combat Trafficking in Persons* stipulates that prevention is a key element of its “4P” approach, and outlines the elements that must be included in prevention (Figure 6).

#### Figure 6. Prevention must ...

- Target all forms of trafficking in persons;
- Address factors putting people at risk;
- Discourage demand and increase public awareness;
- Act in accordance with the relevant policies (immigration, education, employment, gender equality, empowerment of women and crime prevention);
- Establish procedures for identifying victims and measures against economic exploitation;
- Focus its activities on the education of human rights, capacity building of professionals and contribute to the efforts of research and disaggregated data.

Source: United Nations, 2010.

UNODC's *Toolkit to Combat Trafficking in Persons* (2007) provides detailed tools for effectively preventing and combating human trafficking in its chapter on prevention, which includes information on root causes; sexual discrimination; corruption; awareness campaigns; data gathering instruments; and the role of media, and training of staff.

The first of these essential prevention principles in combating trafficking is a broad-based and concerted approach. In fact, given the complexity and diversity of factors leading to human trafficking, it is crucial to rely on complementary interventions that deal with each part of the trafficking continuum. Moreover, these actions must be accompanied by exhaustive data gathering in order to assemble as much information as possible, thus enabling a better understanding and targeting of prevention.

Most international tools (e.g. protocols, legislation, conventions etc.) recommend a plurality of social, economic, political, legal, cultural and educational measures that cover the following areas: vulnerability; demand; immigration and/or illegal labour status; and the implementation of research, awareness campaigns and punitive measures for traffickers (Figure 7).

**Figure 7. Prevention measures should**

- Analyze factors that create demand and address them with legislative measures;
- Develop programmes offering other livelihood options (education, literacy, etc.);
- Ensure that potential migrants are properly informed;
- Develop information campaigns for the general public;
- Modify policies that allow for legal work;
- Strengthen the capacity of law enforcement agencies to suppress trafficking;
- Ensure the ability to obtain official legal documentation.

Measures should address both the supply factors (vulnerability of a person) and those of demand (exploitation of the victim) and intervene in countries of origin and destination.

*Source: UNODC, 2007*

### Addressing the root causes

The root causes of human trafficking are numerous, and while they vary depending on the national context, similarities exist globally. The involvement of persons in HT may depend on social, economic or cultural factors. On the one hand, individuals who are likely to be victimized are faced with local “push factors”, which motivate them to migrate in search of better prospects (e.g. poverty, oppression, absence of human rights, absence of social or economic opportunities, to escape conflict etc.). On the other hand, many factors which are described as “pull factors” may seduce potential victims. The appeal of wealth, the rise of the Internet, media and communication technologies are all factors that facilitate the work of traffickers in luring their victims. Moreover, socio-cultural circumstances in some countries, such as the status of women or the sale of

children by their parents, contribute to trafficking. Finally, the permeability of borders, corruption among public officials, the lack of resources for border control, the rise of organized crime and international criminal networks, and the absence of adequate legislation have all contributed to the root causes. In this sense, preventive measures play a key role (Figure 8).

**Figure 8. Categories of strategies for the prevention of root causes**

- Reduction in the vulnerability of potential victims through the promotion of social and economic development (economic and social policies);
- Reduction in the demand for services;
- Education of the public;
- Border control;
- Prevention of the corruption of public officials.

*Source: UNODC, 2007*

The UNODC's *Toolkit to Combat Trafficking in Persons* proposes a list of preventive measures (Figure 9), which include the steps necessary to ensure the protection of human rights.

**Figure 9. List of preventive measures**

- Establish an analysis of the problem;
- Identify available resources and possibilities;
- Evaluate limits, obstacles, and risks;
- Examine how to implement a human rights-based approach to combatting human trafficking.

*Source: UNODC, 2007*



## Awareness-raising

Awareness remains the focal point of any strategy aimed at preventing human trafficking. Awareness is essential in order to comprehend the nature, risks and consequences of human trafficking. Campaigns should target both the public at large and professionals (e.g. immigration officers, consular and diplomatic staff, public health sector employees, social services, etc.). A campaign focusing on rights should address vulnerable populations and target groups. Working with young people in schools and universities is also recommended. Finally, a well-publicized telephone hotline is a good tool for providing ongoing information. The OSCE's action plan to combat human trafficking recommends several awareness measures (Figure 10).

**Figure 10. Awareness measures recommended by the OSCE:**

1. Undertaking information campaigns to generate public awareness with respect to trafficking;
2. Increasing awareness with respect to trafficking among immigration authorities and consular and diplomatic personnel;
3. Encouraging national embassies to disseminate information pertaining to relevant national legislation;
4. Increasing awareness among other target groups concerned with human trafficking;
5. Encouraging the consular and visa sections of the diplomatic missions to use printed and other materials in their work with at-risk individuals;
6. Raising awareness among the media;
7. Targeting awareness-raising campaigns at the most vulnerable groups;
8. Extending awareness-raising campaigns to smaller towns and villages;
9. Working in schools and universities and directly with families;
10. Addressing the need to reduce demand, also through the media;
11. Establishing well-publicized telephone "hotlines" in the countries of origin, transit and destination.

*Source: Adapted from the OSCE's Action Plan, 2003.*

Special attention must be paid to raising media awareness, where information should be based on facts and aimed at decreasing demand that encourages trafficking. The way in which facts are

presented can significantly distort understanding of the phenomenon by reinforcing stereotypes about the victims, by further highlighting only one type of exploitation, or by making sexual exploitation attractive and sensational. In this regard, the organization ECPAT (*End Child Prostitution in Asian Tourism*) has developed guidelines for their awareness campaign and advocates for greater visibility in the media of human trafficking issues, and the involvement of a wide network of partners at the governmental, non-governmental, local and international levels. The entire process of building awareness should undergo monitoring and evaluation, both qualitative and quantitative in nature (UNODC, 2007).

### Discouraging demand

As stipulated in many international agreements, among them the Protocol regarding trafficking in persons, the OSCE's *Action Plan* and Directive 7 on *Recommended Principles and Guidelines on Human Rights and Human Trafficking* from the Office of the United Nations High Commissioner for Human Rights (Figure 11), in order to prevent and combat trafficking, "demand" must be addressed. Further, destination countries must act upon the factors that encourage trafficking in their country, from a wider angle than just the consumer.

#### **Figure 11. Directive 7 : Prevention of trafficking in persons, OHCHR**

Strategies aimed at preventing trafficking should take into account demand as a root cause. States and intergovernmental organizations should also take into account the factors that increase vulnerability to trafficking, including inequality, poverty and all forms of discrimination and prejudice. Effective prevention strategies should be based on existing experience and accurate information.

*Source: OHCHR, 2002, page 10.*

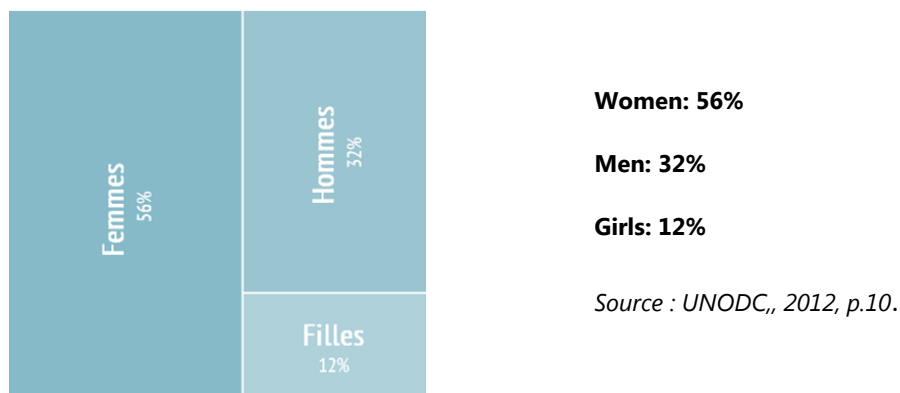
The UNODC defines three levels of demand (UNODC, 2009, p. 465):

- Employer demand (employers, owners, managers or subcontractors);
- Demand from client consumers (in the sex industry), businesses (in manufacturing) and households (for domestic work);
- Third parties involved in the process (recruiters, agents, transporters and others who participate knowingly in the movement of persons for the purposes of exploitation).

## 2. Canadian context

Canada is a country of origin, transit and destination for human trafficking for the purposes of sexual exploitation, and a country of destination with respect to forced labour (i.e agriculture, construction, factories, restaurants, hotels and domestic servitude), mainly in Ontario, Alberta and British Columbia. Foreign victims are generally of Asian (from Thailand, Cambodia, Malaysia and Vietnam) and Eastern European origin. Moreover, according to the Canadian government, "*human trafficking occurs in large urban centres and small cities*", mainly for purposes of sexual exploitation, although an increase in exploitation for forced labour has recently been noted (Public Safety Canada, 2012, p. 7). The RCMP conducted an assessment of human trafficking in Canada in 2010 (Figure 12), which confirms the victimization risks for vulnerable persons who are fragile from an economic and social point of view.

**Figure 12. Victim distribution (in %) by gender and age in Canada in 2010.**



Among these victims, women, youth, aboriginal children, migrants, runaway adolescents and those under youth protection are represented in greater numbers. Many cases have also been detected involving young women being manipulated by young men, who lead them toward sexual exploitation under the guise of a romantic relationship.

In 2012, Canada launched its first National Action Plan (Figure 13) to combat human trafficking, drawing on the 4P strategy: prevention, protection, prosecution and partnerships. In terms of prevention, the national plan focuses on awareness and research. It proposes targeted training for front-line workers and service providers through an online training tool, and awareness campaigns tailored to target specific publics (i.e. First Nations, immigration services, police officers). On the international front, the Department of Foreign Affairs, Trade and Development Canada co-ordinates projects aimed at root causes in the countries of origin.

**Figure 13. Canada's National Action Plan and its focus on prevention**

- Promote training for front-line service providers;
- Support and develop new campaigns;
- Provide assistance to communities aimed at identifying people and places most at risk;
- Distribute awareness materials at Canadian embassies and high commissions abroad;
- Strengthen Child Protection Systems within the Canadian International Development Agency's programmes targeting children and youth.

*Source: Government of Canada, 2012.*

The working group on human trafficking is led by Public Safety Canada (PSC). It includes several federal ministers and, when required, is assisted by other departments with related mandates. The group is responsible for coordinating measures to combat human trafficking and supervising the implementation of commitments made within the National Action Plan.

#### Human Trafficking Taskforce

- Public Safety Canada
- Public Health Agency of Canada
- Royal Canadian Mounted Police
- Citizenship and Immigration Canada
- Aboriginal Affairs and Northern Development Canada
- Foreign Affairs, Trade and Development Canada
- Status of Women Canada
- Minister of Justice
- Employment and Social Development Canada

Source: PSC, 2013, p.6.

In terms of prevention, many forums are organized at the federal, provincial and local levels to raise awareness among the stakeholders involved (frontline workers responsible for the application of the law, and law enforcement). Specific efforts are made to disseminate information and develop partnerships with the various stakeholders. An information newsletter is disseminated on a regular basis and virtual forums and meetings with various organizations working in the area of trafficking are organized in order to better understand the development of their projects. The federal government has confirmed its support of local governments by developing the *Local Safety Audit Guide: To Prevent Trafficking in Persons and Related Exploitation* (2013)<sup>6</sup>. The aim of this guide is to improve the identification of persons and places at risk, putting a particular emphasis on the vulnerability of aboriginal women and girls. Prevention strategies have been developed at the provincial level in Manitoba and British Columbia.

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<sup>6</sup> For more information, see: <http://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/lcl-sfty-dtgd/index-eng.aspx>

The Government of Canada conducts ongoing assessments of the situation of human trafficking countrywide through the Human Trafficking National Coordination Centre of the RCMP. The Centre issues reports to better understand the nature and extent of the problem. Moreover Statistics Canada collects annual data on the number of reported criminal incidents related to human trafficking. The data is used to better focus Canada's efforts.

Several prevention-based initiatives that have been implemented by the Government of Canada are based on a holistic approach addressing the causes and risk factors related to human trafficking. For example, Canada has national awareness campaigns and disseminates information aimed at specific groups at risk of becoming victims, such indigenous women, young people in youth protection, immigrants, etc. Further, the RCMP launched the "I'm not for sale/ je ne suis pas à vendre" toolkit containing information materials for young people, parents and law enforcement<sup>7</sup>. In addition, online courses are offered for front-line services and others working on trafficking cases.

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<sup>7</sup> For more information, see: <http://www.rcmp-grc.gc.ca/ht-tp/publications/index-eng.htm>

## 1. Methods

The comparative report seeks to provide practical information concerning the strategies that have been developed in countries other than Canada with respect to the prevention of human trafficking and other forms of exploitation at the national, regional and local levels. The content of this report is based on a series of detailed questions as well as a literature review. Much of the information was gathered via responses from ICPC's extensive network of international partners working in the field of prevention such as governmental and non-governmental institutions, as well as research institutes. A questionnaire was distributed to obtain information on the strategies used in each of the countries studied. In some cases, additional information was retrieved from a literature review, which was part of a second phase of research. International and regional protocols and agreements were analyzed in order to provide both a global and regional overviews. This was the case with European countries in particular, who are subject to the Council of Europe *Convention on Action against Trafficking in Human Beings*. A third phase involved confirming the information gathered from the questionnaires with our contact persons.

For the purposes of this report, we focused on the most commonly recognized international definitions. According to the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children*, additional protocol to the *United Nations Convention against Transnational Organized Crime*, Article 3, human trafficking is defined as:

"The recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation." (UN, 2000, p.2).

"Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery or practices similar to slavery, servitude or the removal of organs" (UN, 2000, p.2).

The term “trafficking in migrants”, or “smuggling”, refers to:

“Procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of a person into a State Party of which the person is not a national or a permanent resident.” (UN, 2000, p.2).

The term ‘Smuggling’ is often confused with human trafficking, with which it is closely related. Individuals who agree to cross a border with the help of a “facilitator” are at greater risk of becoming victims of human trafficking once they have reached their destination country. A person who is a victim of trafficking may not have necessarily entered the country with the help of a facilitator, but may have done so legally or have been a victim of internal trafficking.

## 2. Choice of countries and structure of the questionnaire<sup>8</sup>

Countries were selected based upon their comparability with Canada. For reasons including a limited timeline, location of ICPC partners, and availability of online information, eight countries were chosen. First, we directed analysed countries that are similar to Canada in terms of economic development or in their status as a country of origin, transit and destination for human trafficking; hence Australia, the United States, Sweden, Italy and Norway were selected. However, we noted that some countries were specifically cited as good examples with respect to the prevention of human trafficking through either the existence of their national strategy or their overall approach. In light of this, we adjusted our initial list in order to focus on Australia, Belgium, the United States, France, Mexico, Norway, the Netherlands, the United Kingdom and Sweden.

This report is largely based on the responses to a questionnaire developed using the list of questions defined by the National Crime Prevention Centre. The questionnaire was divided into seven sections dealing with the following themes:

- *Strategies regarding the prevention of human trafficking:* The objective of this section was to identify prevention strategies in the fight against human trafficking and the level at which they were created (national, regional, governmental, non-governmental, etc.);
- *Related strategies regarding the prevention of human trafficking:* In order to build on the information related to national HT strategies, this section helped us to understand the

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<sup>8</sup> See Appendix 1, Questionnaire.



- context behind the strategy, or whether it was reinforced by or related to other strategies related indirectly to human trafficking;
- *Identification and dissemination of information, and coordination across different levels:* The objective of this section was to define the processes of coordination between the various levels (national, local, etc.) and information exchange.
  - *Targeted approach in prevention of human trafficking:* Aside from knowing whether the country applied a comprehensive approach, the objective was to determine whether the country had a targeted approach to populations identified as being “at risk”, and what this meant in practical terms;
  - *Practices regarding the prevention of human trafficking:* This section dealt with gathering information related to practices and mechanisms implemented by other countries to combat human trafficking;
  - *Position taken regarding demand:* Given the various approaches adopted by each country, it was interesting to see how “demand” was addressed and what actions had been undertaken against it;
  - *Evaluation:* In order to better determine the impact of a strategy or practice, we also asked whether an evaluation had been conducted, and if the results were available for each strategy or practice;
  - *Other comments:* This last section allowed the participants the opportunity to include additional information that they deemed relevant for the study.

The questionnaire was sent to 30 experts in 11 countries in three languages. We received responses from the following countries: Australia; Belgium; France; Mexico; Norway; the Netherlands; the United Kingdom; and Sweden. The information gathered using these methods led us to reorganize the work plan and select countries which provided more information. In turn, some countries were removed, while others included. It is important to note that in terms of prevention practices, we also included practices from countries that were not analyzed in terms of their national strategy.

### 3. Limitations of the methodology

The report is largely based on the responses to the questionnaire. Therefore, it is important to emphasize that the information presented in the report should not be considered exhaustive. The responses that were provided were not submitted to an evaluation or standardization process that could allow for a scientific comparison. Moreover, the questions that were asked are subject to interpretation on the part of the respondent, and therefore, do not allow for systematic analysis. The level and quality of responses provided by the respondents are not uniform. Some provided details of activities and completed them with specific documentation, while others provided more succinct responses.

To overcome these limitations, a literature review was also undertaken. Also, we used a third approach in order to remedy the deficiencies. Further discussions were conducted with respondents that we considered relevant to the report in order to clarify and expand the information. By indicating more specifically what type of information we were looking for, we were able to guide the respondents in completing their responses. Therefore, the report reflects our analysis of the responses submitted through the questionnaire and of the documents examined.

## 1. National strategies aimed at combating human trafficking and related strategies

This section outlines the function of a national action plan and the importance of incorporating a global and local approach. It also presents the various strategies, namely from European countries guided by the European Convention, followed by Australia and the United States.

### 1.1 National Action Plan

The introduction of a **National Action Plan** (NAP) as primary tool for combating human trafficking has frequently been recommended at the international level. An NAP is the result of a specific strategy, developed following careful consideration and based on conclusive data. Following an analysis of the situation of human trafficking and an identification of gaps, needs and possible options, a committee should look at measures to be taken, priorities and new policies and actions to be considered. The role of an NAP is to specify the direction that the country should. It is a structured approach that allows for planning of national action against human trafficking in an organized and coordinated manner.

To be effective, an NAP must specify objectives, actions, means and entities responsible for its application, and be based on a strategic vision and priorities. It must also be based on an established timeframe, and provide a coherent picture of all stakeholders involved, including NGOs, in order to ensure national collaboration with a common objective. Finally, the NAP must be adapted to the local context.

To be effective, an NAP must also be based on a **global approach**. This is especially true in the context of the fight against human trafficking, which due to its complexity affects a large number of sectors, both professional and geographical as well as societal. The global approach involves using all means available to work with stakeholders in a strategic, coherent and multisectoral manner. The NAP must include all forms of human trafficking specified in the Palermo Protocol and in other international instruments. It must also take into account external and internal

trafficking, and it should be adapted in terms of the victims, whose needs differ greatly according to their origin or the form of exploitation experienced. An NAP based on a global approach should also organize and apply existing tools to each of the following categories: prevention, prosecution; protection; and partnerships (OSCE, 2008).

In terms of prevention, this means acting at the level of awareness-raising and information campaigns, and planning and implementing activities that affect the root causes that lead to trafficking. The national government must also develop strategies that examine and reduce the risk factors identified in trafficking, such as family violence, social exclusion, marginalization of ethnic or migrant populations, gender discrimination, or deficiencies in the child protection system. Research is an important area in which to invest in order to better understand the phenomenon and the strategies that should be introduced (OSCE, 2008). The 2008 Annual Report from the OSCE, an organization of which Canada and the United States are members, emphasizes that a National Action Plan must also clarify the roles and responsibilities of NGOs toward the government over the short, medium and long term. It must also stipulate a strategy that involves all levels of government and covers all of its territory.

A prevention strategy should also be based on a **local approach**. In fact, human trafficking specifically affects local communities, which must manage the problem on a daily basis. In this sense, it is important to underline the important role of cities and the relevance of a local audit of trafficking in persons (EFUS, 2007).<sup>9</sup> The local audit is a tool that presents a picture of the criminal situation in a specific area and is able to identify strengths, available resources, and priorities as well as the actors that should be involved for a successful global approach (EFUS, 2007). Initiatives aimed at combating human trafficking are often initiated at the local level, and therefore, it is essential to rely on NGOs, which are often the point of contact with victims.

## 1.2. Principles of the European Convention

The Council of Europe, whose objective is “the safeguarding and protection of human rights and human dignity,” (Council of Europe, n.d.) is composed of 47 Member States, all of which have been affected by trafficking, and aims to harmonize action at the regional level. Adopted in 2005, the Council of Europe’s *Convention on Action against Trafficking in Human Beings* was ratified by

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<sup>9</sup> EFUS, 2007. *Guidance on Local Safety Audits -- A Compendium of International Practice*.  
[http://efus.eu/files/fileadmin/efus/secutopics/EFUS\\_Safety\\_Audit\\_e\\_WEB.pdf](http://efus.eu/files/fileadmin/efus/secutopics/EFUS_Safety_Audit_e_WEB.pdf)

40 countries, and came into effect in 2008 (Council of Europe, 2005). The Convention is a regional legal instrument that binds signing States to introduce measures aimed at prevention, prosecuting traffickers, and protecting victims, in order to protect all human beings from trafficking and exploitation. Chapter II, devoted to "Prevention, co-operation and other measures," sets out preventive actions (Articles 5 and 6), along with control, security and cooperation measures. Article 6 binds signatory States to adopt measures discouraging demand, whether legislative, administrative, educational, social, cultural or other. The Convention proposes a list of actions, such as research into best practices, measures aimed at raising awareness regarding the responsibility of the media and civil society, targeted information campaigns, and education programmes in schools that stress the "unacceptable nature of discrimination based on sex, and its disastrous consequences, the importance of gender equality and the dignity and integrity of every human being." To ensure its implementation, it foresees the establishment of a specific monitoring mechanism (Council of Europe, 2005, Art. 1.2) and a control mechanism (Council of Europe, 2005, § 36) guaranteed by the Group of Experts on Action against Trafficking in Human Beings (GRETA). This legal tool targets all forms of trafficking, and explicitly declares human trafficking a violation of human rights, and thereby, the necessity to strengthen the protection of victims by integrating an approach based on gender equality. For countries in the European Union, Directive 2011/36 (April 5, 2011) has had a real impact as it is legally binding in all aspects aimed at guaranteeing the protection of victims, at naming a National Rapporteur, and at establishing a common definition of trafficking in human beings (MIPROF, 2014, response to ICPC questionnaire, 2014).

### 1.3. National Action Plans of European countries

As prescribed by the principles of the European Convention, many member nations have adapted an NAP to the situation in their own country.

Due to its geographical location, [Belgium](#)<sup>10</sup> is mainly known as a destination and transit country. About 130 victims were identified over the period examined by GRETA, namely from 2009 to 2012. Most victims were of foreign origin, and one-third were from the European Union. More than 50% had suffered economic exploitation (exploitation for the purposes of labour in conditions contrary to human dignity) in sectors such as the service industry, construction,

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<sup>10</sup> See Appendix 2 for detailed information concerning Belgium's institutional framework.

cleaning services, gardening and agricultural companies and sewing factories. The most frequent types of exploitation are sexual (40% of cases), followed by trafficking for the purposes of forced begging and theft, and to a lesser degree, organ removal. The majority of individuals in centres for victims were male (GRETA, 2013a). Belgium's national strategy meets the recommendations of the Council of Europe's Convention, namely in terms of the development of a strategy and the creation of a coordination structure. Belgium was the first country to introduce an NAP against human trafficking, initiating the process as early as 1995. As it is now well beyond its initial trials, the 2012-2014 NAP is based on assessments carried out by various bodies. It presents 19 proposals covering the five following areas:

- Changes to legislation;
- Prevention/awareness-raising;
- Updates to and monitoring of criminal policy instruments aimed at identifying and prosecuting perpetrators of human trafficking;
- Coordination and evaluation of policies;
- Creation of an optimal data collection process.

France<sup>11</sup> is mainly a destination country, but due to its geographical location, it has recently become a transit country (GRETA, 2013b). Confronted with the transnational nature of the problem, France lacks official statistics related to human trafficking. Available data includes only victims of trafficking for the purpose of sexual exploitation, which accounted for a total of 654 victims in 2011, as compared to 822 in 2008 (GRETA<sup>12</sup>). According to available information (GRETA, 2013b), most trafficking in France involves prostitution networks from Eastern Europe, Sub-Saharan Africa, Brazil, the Maghreb and China. As for victims of exploitation for the purpose of domestic labour, most came from Sub-Saharan Africa and the Philippines. Seasonal workers appear more vulnerable to forced labour in the construction and service industries and within diplomatic homes. A current trend involves child victims of trafficking, essentially from

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<sup>11</sup> See Appendix 3 for detailed information concerning France's institutional framework.

<sup>12</sup> Official statistics provided to GRETA by French authorities for the Report on the implementation of the Council of Europe's Convention on Action against Trafficking in Human Beings by France.

Southeastern Europe and often of Rom origin<sup>13</sup>, for purposes of forced begging and stealing. This phenomenon was exposed during the dismantling of a trafficking network involving Rom children from Bosnia-Herzegovina in 2010.

To date, France has not adopted a national plan aimed at combating human trafficking.<sup>14</sup> However, a project for a plan was developed for the 2008-2010 period by a working group composed of representatives from the Ministry of Justice, Ministry of the Interior, Ministry of International Affairs, Ministry of Immigration, Ministry of Labour and Ministry of Social Affairs, as well as representatives of civil society and a representative from the International Organization for Migration. The plan focuses on seven priorities: coordinating the fight against human trafficking; preventing trafficking of human beings; identifying victims; protecting victims; prosecuting perpetrators; cooperating with the other countries concerned and international organizations; and monitoring and evaluation.

MIPROF (the Interministerial Mission for the Protection of Women against Violence and the Fight against Trafficking in Human Beings) is currently reviewing the project through a taskforce led by the Ministries of the Interior and Justice, composed of representatives from several ministries and expert groups (Figure 14). The three-year plan should be adopted in 2014.<sup>15</sup>

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<sup>13</sup> The trafficking of children in Europe is a current issue namely for children of Roma origin who are specifically affected by trafficking for the purpose of forced begging or the perpetration of infractions. This issue was exposed in France in 2010 with the dismantling of a vast trafficking network of Rom children from Bosnia-Herzegovina. Approximately one hundred children were used for pickpocketing in the Paris area. This investigation also represented an opportunity to strengthen international cooperation through an International Commission of Inquiry, because the head of the network resided in Italy, and ramifications for other countries involved operational forces in Italy, Belgium and Austria (GRETA, 2013).

<sup>14</sup> During finalization of the report, France presented its first national action plan to combat human trafficking (2014-2016) in May 2014. The plan includes 23 measures focused on three priorities: identifying and accompanying victims; prosecuting and dismantling trafficking networks; developing public policy. See <http://femmes.gouv.fr/wp-content/uploads/2014/05/Plan-daction-national-contre-la-traite-des-%C3%AAtres-humains.pdf>

<sup>15</sup> Based on the responses to the questionnaire for this report, provided by the National Coordinator of the fight against trafficking in human beings, within MIPROF.

**Figure 14. The main components of the draft NAP:**

- Coordinating the fight against human trafficking;
- Training stakeholders from institutions and organizations in identifying victims of human trafficking (often perceived as perpetrators) in order to appropriately enforce legal and regulatory frameworks in terms of protection, permission to reside, lodging, indemnification and information;
- Improving the administrative situation for victims of human trafficking who may benefit from the 'permission to reside' ;
- Developing international cooperation, namely with countries of origin (e.g. Bulgaria, Romania, Nigeria, etc.).

*Source: Questionnaire Responses, France.*

The current prevention strategy is based on identifying victims and training professionals. A reference document that will enable all professionals to adopt a common approach to defining trafficking and identifying victims is being developed. It will be tested in a few departments before being applied generally.

The strategy aimed at combating human trafficking is part of all the strategies aimed at preventing crime and violence, including:

- The prevention strategy pertaining to the use of narcotics;
- The prevention strategy pertaining to violence against women;
- The prevention strategy pertaining to health risks associated with prostitution.

The strategy is applied in conjunction with measures aimed at protecting youth at the national and local level. Actions have been taken with youth protection and child welfare services in order to facilitate the management and care of exploited minors.



Norway<sup>16</sup> appears to be exclusively a country of destination, where data suggests that for the period from 2010-2011, between 150 and 200 victims were recorded, all of foreign nationality (GRETA, 2013c). The most common nationalities represented in 2011 were Nigerian, Romanian and Lithuanian (KOM, 2012). The majority were female victims trafficked for purposes of sexual exploitation (KOM, 2012). In addition, cases of labour exploitation primarily involving underage boys, and a few cases of forced marriage were detected. Over the last few years, a new category of exploitation has become apparent and the KOM added victims of forced drug trafficking to its data collection. This activity may include the sale, transportation or storage of drugs, and targets male minors as victims. Furthermore, from 2009 to 2011, child victims of trafficking represented one-quarter of all victims (KOM, 2012).

Norway has adopted many plans since 2003. In the previous national plan, which covered the 2006 to 2009 period, Norway focused on male victims and trafficking for purposes of forced labour and organ removal, and on the protection needs of children. This plan was not subjected to an evaluation, and was replaced by the current 2011-2014 plan, which was developed by the *Interministerial Working Group on Combating Human Trafficking*<sup>17</sup>, based on a document developed by the *National Coordination Unit for Victims of Trafficking* (KOM) in collaboration with NGOs. It mainly deals with the following topics:

- Reinforcement of the international legal framework and international cooperation;
- Improvement of interdisciplinary cooperation and skills development;
- Prevention of HT;
- Identification of victims, assistance and protection;
- Preventive measures involving children and prosecution of traffickers (GRETA, 2013c).

Norway has adopted Section 4-29 of the Child Welfare Act, which has been in effect since 2012. It stipulates that children who are at risk of being victims of trafficking can be forcibly placed in an institution in order to protect them. The maximum length of stay is 6 months. In addition, Norway created an action plan "Equality 2014", which focuses on gender equality and aims to reinforce

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<sup>16</sup> See Appendix 4 for detailed information concerning Norway's institutional framework.

<sup>17</sup> See Appendix 4 for information concerning the composition of Norway's Interministerial Working Group on Combating Human Trafficking.

the prevention strategy as it deals with root causes. It focuses on ending violence, gender stereotypes and sexual abuse against women, and on investigating work conditions and potential cases of trafficking in strip clubs. The Ministry of Youth, Equality and Social Integration is responsible for carrying out the plan.

Sweden<sup>18</sup> is a source, transit and destination country, mainly for Eastern European victims. It has identified cases of sexual exploitation and trafficking for purposes of forced labour in hotels and seasonal work (e.g. fruit picking, babysitting, etc.). Widely known for its position on prostitution that penalizes the client, Sweden has developed strategies against human trafficking in connection with prostitution and sexual exploitation in a NAP, *National action plan against prostitution and human trafficking for sexual purposes*. However, there is no strategy that addresses exploitation for labour purposes or other forms of exploitation. Therefore, legislative measures have been developed to fill this gap (Figure 15).

Sweden adopted its first National Action Plan in 2008-2010 aimed at combating prostitution and human trafficking for sexual exploitation, containing 36 measures divided into five themes, which was renewed for 2011-2014. The following themes are covered (Government Offices of Sweden, 2009):

- Protection of and assistance for persons at risk;
- Greater emphasis on prevention work;
- Reinforcement of the justice system's standards;
- Increase in national and international cooperation;
- Increase in knowledge and awareness.

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<sup>18</sup> See Appendix 8 for detailed information concerning Sweden's institutional framework.

### Figure 15. Actions against labour exploitation, Sweden

Extensive legislation respecting labour immigration was introduced in 2008. Sweden faces problems related to seasonal workers in the berry picking industry. In 2011, the Swedish Migration Board launched new guidelines to ensure the protection of seasonal workers and clearly established the responsibility of employers in the berry picking industry. The guidelines require the employer to:

- Justify how the company can pay the labourer, even if the season is bad for berries. This can be done through agreements with specific banks;
- Provide documentation showing that the labourer has been given sufficient information pertaining to the nature of the work, the hiring terms, and Swedish access rights and regulations respecting road safety;
- Foreign companies must register with an affiliated Swedish company.

Reinforcement of border controls related to seasonal work permits, along with administrative and awareness-raising measures indicate an improvement in the situation of berry pickers. Cooperation between the various authorities has also played a key role in this success. The positive results of this approach have led the Swedish Migration Board to implement similar guidelines in other areas where migrants are vulnerable to exploitation. The restaurant, construction and automobile repair sectors must also now show that they can guarantee a salary to employees, and that they have given them information regarding their working conditions.

*Source: GRETA, Sweden, 2013.*

In conjunction with the above regulations, *the Action Plan for Combating Men's Violence Against Women, Violence and Oppression in the Name of Honor and Violence in Same-Sex Relationships* was adopted for the 2007-2010 period (Figure 16). The plan covers six areas:

- Reinforcing protection and support for victims of violence;
- Greater emphasis on prevention work;
- Reinforcement of the justice system's standards;
- Better measures against aggressors;
- Strengthening cooperation and coordination;
- Increasing knowledge and awareness.

This action plan was assessed by the Swedish National Council for Crime Prevention in 2010. The country has also adopted a *National Action Plan for Safeguarding Children from Sexual Exploitation* (Ministry of Health and Social Affairs, 2008)<sup>19</sup>. This plan is primarily a call for action from the national government and local authorities, but also from the tourism industry and NGOs. Other measures target the dissemination of information and knowledge pertaining to the issue, and the identification of new measures for penalizing users (GRETA, 2013d). The Ministry of Health and Social Affairs is responsible for its coordination. The objectives of this plan are as follows:

- That no child be subjected to sexual exploitation;
- That no child from other countries be subjected to sexual exploitation by Swedish citizens;
- That children who are subjected to sexual exploitation of any form receive the support and assistance they need;
- That Sweden make an effective contribution to international cooperation.

**Figure 16. Preventive measures in Sweden's NAP**

- Assessment and strengthening of initiatives aimed at buyers of sexual services by the National Board of Health and Welfare (NBHW);
- Assessment and strengthening of measures aimed at persons involved in prostitution by the NBHW;
- Intensification of prevention work with youth at risk for the sexual exploitation of minors;
- Training of stakeholders working with youth in connection with the risks of sexual exploitation of minors;
- Development of methodological material on sexual exploitation intended for organizations and activities aimed at youth, and more specifically, children;
- Offer professional training related to sex and cohabitation for staff in elementary and high schools;
- Measures intended for women in prisons and probation services;
- Ethical guidelines in the government's central administration;
- Guidelines for cooperative development;
- Support for the activities of NGOs.

*Source: Government Offices of Sweden, 2009, p. 13.*

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<sup>19</sup> National Action Plan for Safeguarding Children from Sexual Exploitation  
<http://www.government.se/content/1/c6/11/01/73/5681ba8f.pdf>

Sweden has also developed a *National Action Plan on Gender Equality, 2010-2014*. Its main objective is to “promote an equitable distribution of power and resources” and is made up of four areas of action:

- Equitable sharing of power and influence;
- Economic equality;
- Equal distribution of unpaid domestic chores and provision of care;
- An end to violence by men against women.

On this last point, Sweden considers prostitution and human trafficking as an obstacle to social and gender equality and the fulfillment of human rights. The plan notes that the government commissioned an investigation into strengthening the protection against child and forced marriages. The results of the investigation led to the recommendation that child marriage be criminalized, and to the creation of a national institute whose mandate is to coordinate and support work against forced marriage, child marriage and honour crimes.

[The Netherlands](#)<sup>20</sup> is a country of origin, transit and destination for human trafficking. A significant number of victims are minors trafficked for sexual exploitation (United States Department of State, 2013, p. 277). In 2012, victims mainly came from Nigeria, Romania, Bulgaria, Sierra Leone and Poland. Victims of trafficking for forced labour are primarily found in the maritime, agricultural, horticultural, food, construction, sanitation and illegal drugs industries. The most vulnerable groups are unaccompanied child asylum seekers, women involved in fraudulent or forced marriage contracts and women who are recruited from Africa, Eastern Europe and Eastern Asia to work in massage parlours (United States Department of State, 2013, p. 277).

In 2004, the government of the Netherlands adopted a National Action Plan to Combat Human Trafficking (GRETA, 2012b, p. 11), coordinated by the Ministry of Security and Justice. In 2006, the

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<sup>20</sup> See Appendix 5 for detailed information concerning the institutional framework in the Netherlands.

government adopted the Supplementary Measures to the National Action Plan to Combat Human Trafficking in order to add measures to combat juvenile prostitution and underage victims of human trafficking (GRETA, 2012b, p. 11).

The NAP 2011-2014 is based on the "barrier model" which identifies the steps traffickers take and organisations that could play a role in interfering with their criminal activities. Barriers are established at the levels of entry, recruitment, accommodation, identity, employment and finance (Government of the Netherlands, 2011, p.5). The plan includes eleven chapters that elaborate the objectives of the Task Force on Human Trafficking: (Government of the Netherlands, 2011-2014, p.3)

- Integrated approach;
- Administrative approach;
- Labour exploitation;
- Exchange of information;
- Aspects of immigration law;
- Victims' assistance
- International cooperation;
- Judiciary expertise;
- Pimps (or "loverboys");
- Tackling organized crime groups and confiscation of criminal funds;
- Internet.

The United Kingdom<sup>21</sup> is a country of origin, transit and destination. Of the 1,481 victims identified between 2009 and 2010, nearly one-quarter were children, mainly from China and Vietnam. Victims of trafficking are mainly subjected to sexual exploitation, forced labour and

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<sup>21</sup> See Appendix 7 for detailed information concerning the institutional framework in the United Kingdom.

domestic servitude. As for migrant workers, they are mostly exploited in the agricultural, construction and food transformation sectors (United States Department of State, 2010, p. 336). The British government fully respects the minimum standards for combating human trafficking, and is aiming for an approach centered on the victim (United States Department of State, 2010, p. 336).

The first action plan against trafficking was adopted in 2007. It established a prevention strategy based on three priorities: gaining a better understanding of the problem, addressing measures that have an impact on the offer of human trafficking, and deterring demand (GRETA, 2012a). The NAP was updated in 2009 in preparation of possible trafficking linked with the 2012 Olympic Games (GRETA, 2012a).

The 2011, the strategy, *"Human Trafficking: The Government's Strategy"*, aimed at combating human trafficking reaffirms the importance of collaboration between the different bodies and with NGOs. The strategy emphasizes (GRETA, 2012, p. 14-15):

- An improved system for managing victims;
- Early action methods that allow for intervention before the problem reaches the United Kingdom (improvement of information sharing, joint operations, education of potential victims, etc.);
- Strengthening of inter-institutional cooperation at the borders;
- Improving coordination in detection and criminalization at the national level (dismantling trafficking networks, seizing the profits of crime, combating demand);
- Awareness of child trafficking and protection of child victims.

[Australia](#)<sup>22</sup> is primarily a country of origin and destination for victims from Asia. Human trafficking in Australia mostly involves women for sexual exploitation and a small number of cases of forced labour. The first case of organ trafficking was detected in 2011 (AIC, 2009). In 2003, the government adopted *The Australian Government Action Plan (AAP) to Eradicate Trafficking in Persons*, based on four elements: prevention, detection, prosecution and protection. Between 2004 and 2010, the government invested funds in the victim support programme, the placing of

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<sup>22</sup> See Appendix 6 for detailed information concerning Australia's institutional framework.

specialized immigration officers in Thailand, China and the Philippines (Anti-People Trafficking Inter-Departmental Committee, 2009, p. 8) and the creation of a working group on HT for sexual exploitation (Anti-Slavery Project, 2010, p. 16).

**Components of the NAP:**

<b>Prevention</b>	<b>Detection</b>	<b>Prosecution</b>	<b>Protection</b>
<u>Use of immigration officers who are able to detect potential victims of trafficking in their country of origin (e.g.: Thailand);</u> <u>Financing of international aid programmes;</u> <u>Efforts to raise awareness about human trafficking among communities.</u>	Police raids in prostitution venues;  Increasing awareness among labor inspectors, trade unions and NGOs involved in the identification of trafficking cases.	Continued focus on prosecution despite the lack of convictions	Support programme for victims of trafficking financed by the government;  Issuing of special visas for victims of trafficking;  Direct assistance for the reintegration of victims in their countries of origin.
<i>Source: Anti-Slavery Project, 2010.</i>			

The Australian government is currently reviewing its communication and awareness-raising strategies with regard to human trafficking and slavery. In the future greater use of the media could be made to inform Australians of this human rights issue and to better reach the groups targeted by the AAP, mainly sex workers born in Australia or elsewhere (Anti-People Trafficking Interdepartmental Committee, 2009, p. 36).

The United States<sup>23</sup> is a country of origin, transit and destination. Trafficking for purposes of forced labour occurs in agriculture, domestic servitude, the manufacturing industry, concierge services, hotels, construction, the beauty industry (e.g. hairstyling, manicuring, etc.) and strip clubs (United States Department of State, 2010, p. 338). In 2011, the majority of foreign victims came from the Philippines, Mexico and Thailand (United States Department of State, 2013),

<sup>23</sup> See Appendix 9 for detailed information concerning the institutional framework in the United States.



The goal of the *Trafficking Victims Protection Act* (TVPA), adopted in 2000, is to combat human trafficking. One of the first prerogatives of the TVPA was the creation of the *President's Interagency Task Force to Monitor and Combat Trafficking* (PITF) tasked with coordinating the federal government's efforts related to this issue. The TVPA places particular emphasis on the international facet of trafficking, and bases its approach on prevention, protecting victims and prosecuting traffickers. As for prevention, the enactment of the TVPA has allowed for the creation of the *Office to Monitor and Combat Trafficking* (OMCT).

All countries examined above have taken steps to develop a national action plan. Although some NAPs have moved beyond the trial stage, the exercise remains relatively recent. Under the influence of international instruments working to combat human trafficking, each plan defines human trafficking and applies a comprehensive victim-centred approach that takes into account prevention, protection, assistance and partnership. They all involve various ministries, frequently including the Ministries of Justice, Security and the Interior. In recent years, NAPs that deal primarily with trafficking for sexual exploitation tend to consider the following themes: exploitation for purposes of forced labour; protection of and assistance for victims; cooperation between governmental and non-governmental organizations; and application of the law and prosecution. It is interesting to note that prevention, mainly directed toward awareness-raising, is an integral part of every plan. The action plans are often part of a group of related strategies aimed at dealing with violence against women, gender equality, protection of children and sex tourism.

## **2. Identification, dissemination of information and coordination across various levels**

The first section will discuss the basis for national coordination mechanisms, followed by a description of their nature and structure in the countries examined. The second section will provide an overview of the involvement of NGOs in such mechanisms. The final section will outline the challenges faced in terms of data collection and explore whether such mechanisms have been established in the countries examined.

## 2.1. National coordination mechanisms

The establishment of a national coordination mechanism (NCM) is crucial in terms of coordinating the measures taken by a State. In order to be effective, an NCM must have a global orientation, with policies directed by the work of a National Rapporteur. A strategy should be adopted and it must be based on research conducted by non-governmental entities. The purpose of an NCM is to organize a country's collective efforts with the intention of producing results.

## 2.2. National coordination mechanisms in the countries examined

This section analyzes the answers to questions related to the coordination and communication of information between the local and national level, the links between actions and strategies, and the existence of a data collection system.

With a long tradition of human trafficking action plans, [Belgium](#)<sup>24</sup> developed a relatively complex organizational structure a number of years ago. A coordination mechanism - the Inter-departmental Co-ordination Unit for Action against Trafficking in and Smuggling of Human Beings - was established in 1995, and was revitalized by a Royal Order in 2004. The Ministry of Justice chairs the Coordination Unit (Figure 18), which brings together all of the main services concerned with human trafficking. The Unit is responsible for monitoring, implementing and coordinating the National Action Plan.

"The Unit meets two or three times per year, and has a permanent Bureau that carries out daily operations. The Centre for Equality of Chances and the Fight against Racism (CECLR) acts as the secretariat for the Bureau. The Crime Policy Department of the Federal Public Department of Justice chairs the Bureau which is comprised of the Foreigners' Office, the Central Service for Trafficking of Human Being Affairs of the Federal Police, the State Security Service, the Social Inspection Service, Federal Public Department of Social Security, Directorate-General for the Supervision of Social Legislation of the Federal Public Department of Employment, Labour and Social Dialogue and the Federal Public Department of Foreign Affairs. The government is considering the participation of the Bench of Prosecutors General (already members of the unit) as observers in the Bureau" (GRETA, 2013, p. 14).

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<sup>24</sup> See Appendix 2 for detailed information concerning Belgium's institutional framework.

**Figure 18. Members of the Inter-departmental Co-ordination Unit for Actions against Trafficking and Smuggling of Human Beings**

- Chaired by the Minister of Justice and includes representatives of the following entities:
- Prime Minister, Minister of the Interior, Foreign Affairs, Employment, Social Affairs, Social Integration and Cooperation for Development;
- Each deputy Prime Minister who has no representative in another capacity;
- Federal College of Public Prosecutors;
- Crime Policy Department of the Federal Government Justice Department ;
- Directorate-General of Legislation, Freedoms and Fundamental Rights of the Federal Government Justice Department ;
- Federal Police Central Service for Human Trafficking;
- State Security Service;
- Federal Government Immigration Office ;
- Social Legislation Inspectorate of the Federal Government Department of Employment, Labour and Social Dialogue;
- Special Inspectorate of Taxes of the Federal Government Treasury Department ;
- Social Inspection Service of the Federal Government Department for Social Security;
- Federal Government Department for Foreign Affairs, Foreign Trade and Cooperation for Development;
- Centre for Equal Opportunities and Opposition to Racism (CECLR);
- Child Focus (an NGO).

*GRETA, 2013a*

In France<sup>25</sup>, the institutional framework for the fight against trafficking comprises several entities. In 2012, an interministerial coordination structure was created, naming persons within each ministry to work on trafficking (Figure 19).

**Figure 19. Members of the Interministerial Mission for the Protection of Women from Violence and the Fight against Human Trafficking (MIPROF)**

- Representative of the Ministry of Justice;
- Representative of the Ministry of the Interior;
- Representative of the Ministry of Foreign Affairs;
- Representative of the Ministry of Social Affairs;
- Representative of the Ministry of Labour;
- Representative of the Ministry of National Education.

*Source : GRETA, 2012b*

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<sup>25</sup> See Appendix 3 for detailed information concerning France's institutional framework.

Since 2013, coordination of France’s national efforts and the review of its national plan has been assigned to MIPROF, which has “brought together an orientation committee consisting of territorial collectives, state representatives, and local structures that intervene in violence against women” (Ministry of Social Affairs, Health and Women’s Rights, s.d.). In collaboration with administrations and institutions, MIPROF gathers existing data, both qualitative and quantitative, in order to build a database of victims (MIPROF, response to ICPC questionnaire, 2014). MIPROF also developed “a map that lists organizations and associations that assisting victims and identifying actions and initiatives undertaken within the country in terms of prevention, protection and support of victims, as well as prosecution”.<sup>26</sup> A number of non-governmental organizations have created an umbrella group under the Collective “Ensemble contre la traite des êtres humains” (Together against Human Trafficking) in order to coordinate their actions.

In [Norway](#)<sup>27</sup>, the National Coordination Unit for Victims of Trafficking (Koordineringsenheten for Offre for Menneskehandel – KOM) was initially set up as a pilot project between 2006 and 2010 for the purpose of coordinating the actions taken in connection with human trafficking (Figure 20). An evaluation of the pilot project was carried out in order to determine whether maintaining the unit on a permanent basis should be considered. The goal was to determine its relevance and to assess a redefinition of its role, its mandate and its organization. The results of the evaluation revealed the importance of the KOM as a coordination body with a global view of the situation related to human trafficking, and several recommendations were included, such as (KOM, 2011):<sup>28</sup>

- Clarification of KOM clientele (victims, clients, services, authorities);
- Consensus for horizontal framework; Clarification of KOM’s role as coordination, network-building and skills supervisor;
- Clarification of what is meant by the term operational;

To what extent KOM must engage in individual cases without having a position of authority or direct contact with users.

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<sup>26</sup> Response to the questionnaire.

<sup>27</sup> See Appendix 4 for detailed information concerning Norway’s institutional framework.

<sup>28</sup> KOM, Report from the national coordinating unit for victims of trafficking, 2011.

**Figure 20. National Coordination Unit for Victims of Trafficking (KOM)**

**The Unit employ two people from the Prevention and Anti-Crime Section**

The Unit coordinates the two working groups mentioned below:

**Inter-Agency Working Group**

- Norwegian Directorate of Immigration (UDI);
- Directorate of Integration and Diversity (IMDI); Norwegian Directorate for Children, Youth and Family Affairs (Bufdir);
- Norwegian Labour and Welfare Service (NAV);
- Norwegian Directorate of Health;
- National Police Directorate;
- Ombudsman for Equality and Anti-Discrimination;
- Norwegian Labour Inspection Authority;
- Highest prosecution authorities;
- National Criminal Investigation Service (Kripo);
- National Immigration Police Service;
- Hordaland and Oslo Police Districts;
- Representatives from the inter-agency forums for local cooperation (IAOTs) in Bergen, Trondheim, Stavanger, Kristiansand and Oslo.

**Operational Working Group**

- International Organization for Migration Oslo (IOM);
- Church City Mission ;
- Pro Centre;
- ROSA project for female victims of trafficking Advocacy Organisation for Prostitutes in Norway (PION);
- Salvation Army Norway ;
- Norwegian Red Cross and Norwegian Red Cross Youth ;
- Grünerlokka social service;
- Adora Project;
- Norwegian Confederation of Trade Unions (LO);
- Norwegian Association for Outreach Work with Youth (LOSU);
- Hvalstad reception centre for unaccompanied minor asylum seekers; and
- Norwegian Bar Association.

*Source: GRETA, 2013c*

Based on the evaluation and its recommendations, the Ministry of Justice decided to set up a permanent unit administered by the National Police Directorate. Since 2011, the KOM has

officially been a permanent unit managed by two employees of the Police Directorate's Prevention and Anti-Crime Section. Its role has recently been redefined as instrument for improved coordination among authorities and organizations.

The KOM chairs two groups (KOM 2011):<sup>29</sup>

- The Inter-Agency Working Group, which is comprised of authorities responsible for the government's action plans;
- The Operational Working Group, which is comprised of the main organizations working with victims and combating human trafficking on a daily basis.

Since 2003, Norway has had an Interministerial Working Group to Combat Human Trafficking, which is also responsible for monitoring the implementation of the NAP (GRETA, 2013d). Chaired by the Ministry of Justice and Public Safety, it includes representatives from the Ministries of Labour, Foreign Affairs, Government Administration, Reform of Ecclesiastical Affairs, Local Communities and Regional Development, Children, Equality and Social Integration, and the Ministries of Healthcare, Education and Research, and Defence. It meets three times a year to prepare interim reports pertaining to the implementation of the NAP.

In the [Netherlands](#),<sup>30</sup> the Ministry of Security and Justice (VenJ) is in charge of coordinating the policy aimed at combating human trafficking and developing new public policy initiatives. In 2008, the Dutch government, through VenJ, created a *Working Group (WG) on Human Trafficking*, chaired by the Senior Attorney General of the Prosecutions Office (Abelman, 2014) (figure 21). The working group was renewed in 2011 for a three-year period, with a focus on ensuring an integrated approach to combating human trafficking (Government of the Netherlands, 2011). The working group is responsible for maintaining links between all of the organizations involved (Government of the Netherlands, 2011). Maintaining links with all of the municipalities appears to be a challenge as some mayors deny the existence of human trafficking in their community.

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<sup>29</sup> KOM, Report from the national coordinating unit for victims of trafficking, 2011.

<sup>30</sup> See Appendix 5 for detailed information concerning the institutional framework in the Netherlands.

### Figure 21. Task Force on Human Trafficking

Chaired by the President of the Board of Prosecutors General and includes representatives from the:

- Ministries of Security and Justice; Foreign Affairs; Interior and Kingdom Relations; Health, Welfare and Sport; Social Affairs; and Employment.
- National Police;
- Royal Netherlands Marechaussee;
- Immigration and Naturalisation Service;
- Mayors of Amsterdam, the Hague, Utrecht and Alkmaar and the Deputy Mayor of Rotterdam;
- President of the District Court of Breda;
- National Public Prosecutor on Human Trafficking;
- A prosecutor general;
- National Rapporteur;
- NGO CoMensha;
- Chamber of Commerce.

Source : Government of the Netherlands, 2011

In [Australia](#),<sup>31</sup> the Interdepartmental Committee on Human Trafficking and Slavery, chaired by the Attorney General of Australia (Figure 22), was set up in 2003 to provide a multi-sectoral response and to develop Australia's anti-trafficking strategy (Australian Government, 2009). Furthermore, the Red Cross has been put in charge of implementing the *Support for Trafficked People Program* (STPP) at the national level. In addition, roundtables were set up in 2008 to bring together government agencies and NGOs, resulting in the preparation of a guide entitled *Guidelines for NGOs Working with Trafficked People* (Working Group of the National Roundtable on People Trafficking to assist Non-Government Organisations working with trafficked people, 2009).

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<sup>31</sup> See Appendix 6 for detailed information concerning Australia's institutional framework.

**Figure 22. Interdepartmental Committee, chaired by the Attorney General's Department**

- Australian Crime Commission;
- Australian Federal Police;
- Australian Institute of Criminology;
- Commonwealth Director of Public Prosecutions;
- Department of Education;
- Department of Employment;
- Department of Foreign Affairs and Trade;
- Department of Immigration and Border Protection;
- Department of the Prime Minister and Cabinet;
- Department of Social Services;
- Fair Work Building and Construction; and
- Fair Work Ombudsman.

*Source: Australian Government, n.d.*

In the [United Kingdom](#)<sup>32</sup>, the Home Office assumes overall responsibility for anti-trafficking policies and strategy, with THB (Trafficking in Human Beings) issues overseen by the Minister for Immigration (Figure 23) (GRETA, 2012a).

**Figure 23. Home Office departments working in the area of combating human trafficking**

- UK Border Agency (UKBA)<sup>33</sup>
- National Crime Agency<sup>34</sup>
- Department of Health
- Department of Education
- Ministry of Justice<sup>35</sup>
- Foreign and Commonwealth Office;
- Police<sup>36</sup>
- Department for International Development
- Crown Prosecution Services; and
- Child Exploitation and Online Protection Centre<sup>37</sup>.

*Source : GRETA, 2012a*

<sup>32</sup> See Appendix 7 for detailed information concerning the institutional framework in the United Kingdom.

<sup>33</sup> UKBA is the Home Office's executive agency responsible for border security and immigration control. The UKBA is also the competent authority in identifying HT victims amongst nationals of European Economic Area (EEA) non-member states. The UKBA is also responsible for the Risk and Liaison Overseas Network (RALON), whose network of 50 global antennas contribute to threat identification and risk evaluation for the issuance of UK visas.

<sup>34</sup> NCA coordinates human trafficking detection and repression activities, and establishes specialized committees tasked with organizing discussion between these agencies.

<sup>35</sup> The minister established the framework for the custody of victims and oversees contracting in England and Wales. The minister also put in place a group to monitor victim custody contracts, oversee contractual services, and to hold roundtable discussions with service providers, contractors, and subcontractors to discuss operational problems and best practices.

<sup>36</sup> Drawing from a unit of London police specializing in combatting the trafficking of adult persons, a unit has been put in place to combat human exploitation and organized crime. In each police unit or district, a representative of national-level police actions against human trafficking is also designated.



The Inter-Departmental Ministerial Group (IDMG), which was established in 2005, is responsible for coordinating policies and actions within the government that are related to human trafficking, ensuring compliance with international agreements. It also monitors the evolution of human trafficking (GRETA, 2012, p. 16).

In 2011, the U.K. government set up a *Strategic Board* to supervise the progress of the implementation of the national strategy. The *Strategic Board* is also responsible for ensuring compliance with international law, identifying future risks and problems, and advising the IDMG in the preparation of its meetings (GRETA, 2012, p. 16, 31).

Sweden<sup>38 39</sup> does not have a national coordinator yet there are several entities that are responsible for coordination, depending on their expertise.

The Ministry of Education and Research (Department of Gender Equality) is responsible for implementing the NAP.

The County Administrative Board of Stockholm coordinates joint efforts between government actors, strengthens cooperation between different NGOs, and coordinates the actions of other national-level boards such as those of Sweden's twenty other counties. To this end, a network of administrative boards was created to ensure uniform diffusion of anti-trafficking strategies. It is also responsible for victim rehabilitation programmes (GRETA, 2014).

The County Administrative Board of Stockholm includes two coordinating bodies:

- The National Coordinator against Prostitution and Trafficking, which coordinates the NAP and employs a full-time secretariat of three persons. Since 2013, its mandate was expanded to include other types of trafficking.
- The National Task Force against Prostitution and Trafficking (Figure 24), which coordinates efforts at the operational level. Its principal task is the diffusion of information on and expertise in trafficking to Sweden's counties.

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<sup>37</sup> Created in 2006, *CEOP*'s mission is to centralize information on child trafficking and to evaluate threats by producing annual strategic reports based on statistical analysis of child trafficking cases in the United Kingdom.

<sup>38</sup> See Appendix 8 for detailed information concerning Sweden's institutional framework.

<sup>39</sup> Note that when researching Sweden, the information is based on the questionnaire responses from GRETA, 2013. Since then, the 2014 GRETA country report has been published, but all the information has not been updated.

**Figure 24. National Task Force against Prostitution and Trafficking**

- National Police Board;
- National Bureau of Investigation ;
- Specialized Police Units in Stockholm, Gothenburg and Malmö;
- Prosecutor's Office;
- Prosecution Development Center in Gothenburg;
- Swedish Migrations Board in Stockholm and Gothenburg;
- Specialized Social Services in Stockholm, Gothenburg and Malmö.

*Source : GRETA, 2013d*

The National Coordinator against Prostitution and Human Trafficking is often the first point of contact for local government, for cases that occur outside of major urban centers (GRETA, 2013d), and it liaises with the National Task Force as needed. This liaising forms the basis of the cooperation mechanism and will continue to be developed. In addition, the Foreign Affairs Ministry includes a special ambassador who is responsible for coordinating and intensifying Sweden's fight against human trafficking at the UN and in other international forums.

In the [United States](#),<sup>40</sup> the Presidential Interagency Task Force to Monitor and Combat Trafficking in Persons (PTIF) is the central coordination body tackling human trafficking (Figure 25). It meets on an annual basis to discuss orientation in addressing the issue. In 2003, the PTIF created the Senior Policy Operating Group (SPOG) to coordinate policies, grants, research and inter-organizational planning related to international human trafficking (Office to Monitor and Combat Human Trafficking, 2010). The SPOG also coordinates the participation of stakeholders in information gathering and data analysis for the annual publication of a report on human trafficking (Department of State, 2013).

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<sup>40</sup> See Appendix 9 for detailed information concerning the institutional framework in the United States.

**Figure 25. Presidential Interagency Task Force to Monitor and Combat Trafficking in Persons (PTIF)**

- Department of State;
- Department of Defense;
- Department of Justice;
- Department of Agriculture;
- Department of Labor;
- Department of Health and Human Services;
- Department of Education;
- Department of Homeland Security;
- Agency for International Development;
- U.S. Equal Employment Opportunity Commission.

*Source: U.S. Department of State, s.d*

## Conclusion

Most countries examined confirmed that they have set up a national coordination mechanism (NCM), although their structures may vary from national working groups to commissions, or a specific entity. In all cases, NCMs gather experts and authorities working in the area, and in almost all cases, their composition is inter-ministerial. Particular attention is given to multidisciplinary engagement to represent the multi-faceted nature of trafficking. The ministries that are most often represented are the Ministries of Justice, of the Interior, Foreign Affairs, Social Protection and Health Services, and to a lesser degree, Education and Gender Equality.

### 2.3. The role of NGOs

NGOs play a fundamental role in victim assistance, such as in the provision of housing, psycho-social and legal counselling, and in increasing awareness and training. Victims are more inclined to seek out NGOs because of their non-governmental role and dedication to aid and advocacy. NGOs are often the first point of contact for victims, and therefore hold important information. As a result, their involvement is fundamental to an improved functioning of a national coordination mechanism, and their involvement is explicitly stated in international instruments that include provisions pertaining to cooperation with NGOs (i.e. Palermo Protocol, Art. 9.3).

NGOs are active and their contributions are recognized in all of the countries examined. However, the scope of their involvement and role in decision-making varies by country. In some countries, NGOs act as members of the NCMs, whereas they play advisory or partnership roles in others.

### 3. Data collection mechanisms

#### 3.1. The basis for a national rapporteur or equivalent mechanism

The creation of a National Rapporteur or equivalent mechanism is crucial for the successful implementation of a National Action Plan. The two key roles of a National Rapporteur are (UNODC, 2007):

- The comprehensive gathering of qualitative and quantitative data, and conducting research and analysis of the country's trafficking situation; and
- The systematic analysis of the effectiveness of the measures and policies undertaken in order to prevent and combat trafficking and the making of recommendations for improving measures.

During the 6<sup>th</sup> OSCE Alliance against Trafficking in Persons Conference<sup>41</sup> on the role of National Rapporteurs in May 2007 in Vienna, the roles of a dedicated Rapporteur were identified as (OSCE, 2008):

- Assessing the scope of human trafficking and the impact of measures implemented to combat the issue;
- Assessing the institutional approach chosen for this function;
- Gathering and analyzing information and supervising the implementation of laws and policies;
- Addressing human trafficking at the national level and measuring progress.

In accordance with the recommendations put forth in the 2004 Report from the EU Expert Group, the 2008 OSCE annual report proposed a reflection on the components listed in Figure 25 to measure the effectiveness of a National Rapporteur.

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<sup>41</sup> The 6th OSCE Alliance against Trafficking in Persons Conference "National Monitoring and Reporting Mechanisms to Address THB: the Role of National Rapporteurs".

**Figure 25. Points to be considered with respect to a National Rapporteur**

- Systematic and strategic gathering of data by government agencies, including, up to a point, service providers and other NGOs that hold relevant information ;
- Systematic monitoring and assessment of the impact of activities combating human trafficking at the national and international levels, which must include an examination of promising practices. This report should also examine the role that each activity plays within the overall approach of the national strategy and action plan, with the aim of improving the response of governmental actions;
- Expert analysis used to develop more effective policies and practices;
- Identification of future needs in order to resolve practical problems (e.g.: child trafficking for organized begging, human trafficking for the exploitation of agricultural workers or the disruption of trafficking activities); and
- Reporting (for both the governments and the various stakeholders involved in combating human trafficking, including the public) in a way that can inform and improve legislation, policies and practices.

*Source: OSCE, 2008.*

### 3.2. The characteristics and structure of mechanisms

Belgium does not have an officially centralized or standardized data collection system regarding human trafficking (GRETA, 2013a). Each institution collects its own data, including:

- The Office of Immigration, which issues rights of residence for victims;
- The Federal Police;
- Labour inspections department;
- The College of Public Prosecutors;
- Specialized reception centres;
- The Criminal Policy Service.

Data can be shared when developing certain projects. Attempts have been made to centralize data, such as in 2004 during the creation of the Centre for Information and Analysis regarding Trafficking and Smuggling in Human Beings (CIATTEH), when it was proposed to set up a computerized information network comprised of anonymous data from various partners. The initiative did not materialize due to a lack of funding, personnel and cross-referenced data. A schema for analysis and identification of missing data is being studied, based on data currently available. The first step will involve sharing data rather than cross-referencing.<sup>42</sup>

Belgium has taken a different approach from other countries and entrusts the publication of yearly progress reports to the Centre for Equal Opportunities and Opposition to Racism (CEOOR). As an independent body, it evaluates the human trafficking situation in Belgium using data from the Federal Police, labour inspections department, the College of Public Prosecutors, the Office of Immigration, specialized reception centres and the Criminal Policy Service.

For their part, the three specialized centres collaborating with the CEOOR have implemented a tool for managing electronic records. In making the production and management of records uniform, it allows anonymous data on the trafficking cases followed by three centres to be centralized throughout the process, from the opening of a file, throughout the support process, until a case is closed. This system will contribute to the detailed analysis of trafficking victims in Belgium.

France has no official data collection system for human trafficking. However, a tailor-made system currently under review, will allow for the automatic uploading of data "from departments via departmental commissions or locally designated services. It will integrate spaces in order to update tendencies, forms of exploitation and new problems at the local level in real time in an effort to help promote a national vision<sup>43</sup>".

In the meantime, the Central Anti-Human-Trafficking Office (OCRTEH) continues to collect data on the number of victims. Data is available on the number of victims who qualify for geographic expulsion provisions, the number of trafficking convictions and the number of temporary residence visas issued to victims.

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<sup>42</sup> According to responses to the questionnaire.

<sup>43</sup> Responses to the questionnaire, France.

In [Norway](#), each institution has its own data collection system. KOM was mandated to gather data related to trafficking, and in 2010, it introduced a standardized data collection model in an effort to harmonize information (i.e. data from the Directorate of Immigration (UDI), police, service providers, NGOs) so it could be compared. However, this model is prone to errors as the data is reported anonymously and voluntarily by KOM members. This can lead to over- or under-representation, and neither does it cover all forms of trafficking (mainly data related to sexual exploitation) nor the whole of Norway. Nevertheless, the annual report published by the KOM is a useful tool in terms of providing some indication of the situation in Norway.

Another effort to centralize data has been at the international level, through a project that brings together 11 member states of the Council of the Baltic Sea States (CBSS) which has been under way since 2010. The DEFLECT project seeks to prevent trafficking for purposes of forced labour by gathering data that can be cross-referenced and by providing training services on human trafficking to various stakeholders. The first phase was launched in 2001. The second phase will develop guidelines to improve data collection (CBSS, 2013)<sup>44</sup>.

In the [Netherlands](#), the NGO CoMensha is responsible for gathering data related to human trafficking in the Netherlands. The police, the Royal Netherlands Marechaussee and the Ministry of Social Affairs and Employment report to CoMensha, as outlined in Chapter B9 of the Foreigner's Act (2000) and *Board of General Prosecutors' Guidelines on Investigation and Prosecution of Human Trafficking Crimes* (Government of the Netherlands, 2012, p. 16). In addition, CoMensha receives government subsidies for its services, and publishes a monthly report. Moreover, the Expertise Centre on Human Trafficking and People Smuggling gathers, analyzes and produces data (Government of the Netherlands, 2011, p. 17) in order to develop further analysis. The centre gathers data from the police, the Tax investigation service, the Royal Netherlands Marechaussee and the municipalities.

As for the the National Rapporteur, it maintains contact and gathers information from practitioners, organizations and institutions working on human trafficking, with the objective of informing the government on the nature and scope of human trafficking across the Netherlands (GRETA, 2012b, p. 8).

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<sup>44</sup> CBSS Website: <http://www.cbss.org/civil-security-the-human-dimension/tfthb/>

With respect to the exchange of information at the national and local level, the Regional Centre for Information and Expertise (RIEC) provides a structural framework wherein government agencies can meet and share information on human trafficking. The RIEC also verifies the legal validity of the information exchanged between relevant authorities (Esser, response to ICPC questionnaire, 2014).

<b>Data collection in the Netherlands</b>	
CoMensha	For information concerning the basic characteristics of the reported victims.
Public Prosecution Service	For information concerning human trafficking prosecution and trials.
Immigration and Naturalization Service	For information concerning the basic characteristics of victims having received a B9 residency permit.

*Source : GRETA, 2012b*

In the [United Kingdom](#), the Human Trafficking Center (UKHTC), founded in 2005, coordinates cooperative efforts and the diffusion of expertise. Centralizing data on the number of cases and their follow-up at a national level, it also catalogues cases by age, sex, nationality, and the type of trafficking. The Child Exploitation and Online Protection Centre collects information about cases of trafficking involving children. The United Kingdom makes use of a National Referral Mechanism (NRM), whose role is the identification of victims and their referral towards appropriate resources, allowing for information about cases flagged in the country to be centralized (GRETA, 2012a).

In [Sweden](#), the National Rapporteur has been in place since 1998. It is headquartered at the Swedish National Police Board (SNPB), a body that supervises the police service by providing privileged access to relevant information (Figure 26). The Rapporteur gathers human trafficking data obtained from the police and other sources in order to provide an overview of the situation in Sweden. The Rapporteur collaborates with the National Police and monitors local police departments in order to assess their efforts. The Rapporteur acts as a data coordinator, and drafts an annual report that provides a statistical profile.



### Figure 26. Responsibilities of the National Rapporteur on human trafficking

- Gather information related to human trafficking in Sweden and abroad;
- Monitor progress in terms of combating human trafficking;
- Analyze the investigations, prosecution and sentencing with respect to applicants, prosecutors, traffickers and organized crime networks; and
- Follow up, assess and disseminate information concerning emerging problems, such as the means and methods used by traffickers.
- Organise seminars and training sessions in Sweden and other countries
- Develop anti-trafficking networks
- Maintain contact with the media and the public

Source : GRETA, 2013d

The Swedish National Council for Crime Prevention (Brå) is in charge of producing and publishing official statistics on crimes, including case related to human trafficking based on cases reported by the police, customs authorities and the public prosecution service. Since 2011, the Crime Victim Compensation and Support Authority has been gathering data related to the number of victims receiving compensation. The Swedish Migration Board is in charge of gathering information pertaining to the “reflection period” where trafficked persons can consider their options, residency permits, repatriation, and the return of victims (GRETA, 2013d).

In [Australia](#), the government’s Support for Trafficked Persons Program (STPP), which is managed by the Department of Social Services (DSS), provides a legal framework for gathering data under the authority of the Australian Red Cross (Bricknell, response to ICPC questionnaire, 2014). This data is used to produce monthly reports for the DSS and for the annual Human Trafficking and Slavery Monitoring Report, which is issued by the Australian Institute of Criminology. The Interdepartmental Committee on Human Trafficking and Slavery also produces a report.

In the [United States](#), data is gathered by the State Department, the Department of Homeland Security, the Justice Department, the Director of National Intelligence and other agencies. However, all information related to human trafficking must be shared with the Human Smuggling and Trafficking Center (HSTC), which has been put in charge of gathering human trafficking data for all federal agencies (Polaris Project, 2008). Once the information has been gathered, HSTC

produces a strategic assessment of the flaws in the U.S. system that could be exploited by traffickers.

## **Conclusion**

Most countries have not yet found a way overcome the difficulties associated with data collection, but it remains part of the agenda for several action plans and some initiatives that are currently being developed. Although there is a National Rapporteur in several countries, access to comprehensive data is a significant challenge, which can affect the quality of the information provided by the Rapporteur. This may be due to reasons of privacy protection, the existence of multiple sources of information, confidentiality and limited resources within certain organizations to gather information in a systematic manner.

The following table summarizes the national action plans, the coordination and data collection mechanisms and the involvement of NGOs.

Country	National Action Plan	Themes	National Coordination Mechanisms	Data Gathering System	NGO Involvement
Australia	2003  Review planned for 2014	<ul style="list-style-type: none"> <li>▪ Greater attention to forced labour exploitation</li> <li>▪ Victim-centred approach: support programme for HT victims</li> <li>▪ Role of NGOs in victim support</li> </ul>	<ul style="list-style-type: none"> <li>▪ Interdepartmental Committee against human trafficking, chaired by Australia's Attorney General</li> <li>▪ Roundtable system uniting governmental and non-governmental agencies</li> </ul>	<ul style="list-style-type: none"> <li>▪ Australian Institute of Criminology (AIC) publishes a report on human trafficking</li> <li>▪ Interdepartmental Committee on HT drafts an annual report</li> <li>▪ The Red Cross compiles data pertaining to victims</li> </ul>	<ul style="list-style-type: none"> <li>▪ The Red Cross is in charge of implementing a support programme for trafficking victims at the national level</li> <li>▪ Other NGOs include: Salvation Army, Anti-Slavery Project</li> </ul>
Belgium	2012-2014	<ul style="list-style-type: none"> <li>▪ Amendments to Prevention/awareness legislation</li> <li>▪ Updates and monitoring of criminal policy instruments aimed at identifying and prosecuting perpetrators of human trafficking</li> <li>▪ Coordination and assessment of policies</li> <li>▪ Creation of an optimal data gathering process</li> </ul>	<ul style="list-style-type: none"> <li>▪ Interdepartmental coordination unit to fight human trafficking (Ministry of Justice)</li> </ul>	<ul style="list-style-type: none"> <li>▪ No official data gathering system</li> <li>▪ CCELR: Independent institution that publishes an annual assessment report using data from various institutions</li> <li>▪ Standardized electronic record management system shared by the three specialized reception centres for victims</li> </ul>	<ul style="list-style-type: none"> <li>▪ NGO Child Focus, represented within the unit</li> <li>▪ Three specialized reception centres for trafficking victims were officially recognized and are on track for unit representation</li> </ul>

United States	2001	<ul style="list-style-type: none"> <li>Each department within the PTIF works under its own theme</li> </ul>	<ul style="list-style-type: none"> <li>Interdepartmental Working Group to combat and monitor human trafficking</li> </ul>	<ul style="list-style-type: none"> <li>The Human Smuggling and Trafficking Center (HSTC) is in charge of gathering data along with the FBI, U.S. Immigration and Customs Enforcement, and the Department of Labor The HSTC is also the point of contact for exchanging information with INTERPOL and EUROPOL</li> </ul>	<ul style="list-style-type: none"> <li>Most departments delegate their responsibilities to local NGOs; the list of NGOs and their financing has been catalogued in the Attorney General's annual report</li> </ul>
France <sup>45</sup>	2014-2016	<ul style="list-style-type: none"> <li>Identify and support trafficking victims</li> <li>Prosecute and dismantle trafficking networks</li> <li>Make the fight against trafficking policy in itself</li> <li>Transform the fight against trafficking into a comprehensive policy</li> </ul>	<ul style="list-style-type: none"> <li>Interministerial Mission for the Protection of Women against Violence and the Fight against Trafficking in Human Beings (MIPROF).</li> </ul>	<ul style="list-style-type: none"> <li>OCRTEH System being studied: gathers data pertaining to the number of victims</li> <li>Implementation of a National Rapporteur planned under Measure 23 of the NAP</li> </ul>	<ul style="list-style-type: none"> <li>The "Together against Human Trafficking" NGO group</li> <li>The NGO "Support Association for Educational and Social Reception Centres" (Association Accompagnement Lieux d'Accueil Carrefour Éducatif et Social) has a multi-year agreement to</li> </ul>

<sup>45</sup> French PAN 2014-2016 was published in May 2014. To consult the update, see: <http://femmes.gouv.fr/wp-content/uploads/2014/05/Plan-daction-national-contre-la-traite-des-%C3%AAtres-humains.pdf>

					coordinate the national Safe Reception system. NGOs subsidized to help victims
Norway	2011-2014	<ul style="list-style-type: none"> <li>▪ Strengthen the international legal framework and international cooperation;</li> <li>▪ Improve interdisciplinary cooperation and skills development;</li> <li>▪ Prevent human trafficking</li> <li>▪ Identify victims</li> <li>▪ Assist and protect victims</li> <li>▪ Implement preventive measures for children and prosecute traffickers</li> </ul>	<ul style="list-style-type: none"> <li>▪ KOM, national coordination unit for HT victims</li> </ul>	<ul style="list-style-type: none"> <li>▪ KOM publishes an annual report on trafficking</li> <li>▪ Introduction of a standardized information model in 2010, using voluntary and anonymous data</li> </ul>	<ul style="list-style-type: none"> <li>▪ Several NGOs are members of KOM, but none are represented within the Interministerial Working Group</li> </ul>
Netherlands	2011-2014	<ul style="list-style-type: none"> <li>▪ "Barrier Model"</li> <li>▪ Integrated approach</li> <li>▪ Involve municipalities</li> <li>▪ "Loverboy" phenomenon</li> <li>▪ Internet</li> <li>▪ Victims' assistance</li> <li>▪ Sharing of information</li> <li>▪ Sexual exploitation and forced labour</li> </ul>	<ul style="list-style-type: none"> <li>▪ National Working Group on human trafficking</li> </ul>	<ul style="list-style-type: none"> <li>▪ National Rapporteur</li> <li>▪ CoMensha gathers data</li> <li>▪ The Expertise Centre on Human Trafficking and People Smuggling</li> </ul>	<ul style="list-style-type: none"> <li>▪ CoMensha plays a significant role, but other NGOs provide victims' assistance</li> </ul>

United Kingdom	2007	<ul style="list-style-type: none"> <li>▪ Prevention prior to arrival within the territory</li> <li>▪ Strengthen international cooperation</li> </ul>	<ul style="list-style-type: none"> <li>▪ United Kingdom Human Trafficking Centre (UKHTC)</li> <li>▪ Home Office</li> </ul>	<ul style="list-style-type: none"> <li>▪ The UKHTC centralizes data at the national level</li> <li>▪ A national counselling mechanism was created in 2009</li> </ul>	<ul style="list-style-type: none"> <li>▪ Certain NGOs, including the Salvation Army and organizations defending the rights of children, are directly involved in government initiatives</li> </ul>
Sweden	2011-2014	<ul style="list-style-type: none"> <li>▪ Protect and assist persons at risk</li> <li>▪ Prevention work</li> <li>▪ Strengthen standards for the justice system</li> <li>▪ Increase national and international cooperation</li> <li>▪ Increase knowledge and raise awareness</li> </ul>	<ul style="list-style-type: none"> <li>▪ County Administrative Board of Stockholm</li> </ul>	<ul style="list-style-type: none"> <li>▪ The National Rapporteur produces an annual report</li> <li>▪ Swedish National Crime Prevention Council</li> <li>▪ County Administrative Board of Stockholm</li> </ul>	<ul style="list-style-type: none"> <li>▪ NGOs are not official national coordination members but twenty or so NGOs collaborate with the County Administrative Board of Stockholm.</li> </ul>

## 4. Demand

Over the past few years, special attention has been paid to the demand side of trafficking. Article 9.5 of the Additional Protocol to the Palermo Convention urges Parties to take measures to reduce demand and Article 19 of the European Convention obliges its member states to take steps in this direction, without defining means. This positioning to meet demand is encouraged but not binding for the Parties. The Article targets demand for sexual exploitation, labor or other exploitation and applies only if the applicant is aware that the person is forced. This makes it difficult to obtain the evidence.

### 4.1. Penalizing the client

Sexual exploitation, which is currently the most documented form of trafficking, is the first type of exploitation where demand has been addressed. Sexual exploitation is closely linked to prostitution, and despite its complexities, is the easiest to process legally. As a result, certain countries have adopted legislation regarding the demand for sexual services. The following section outlines the positions adopted by certain countries and presents initiatives that have been implemented in connection with the demand for other types of exploitation.

**Sweden** was the first country to introduce legislation criminalizing the purchase of sexual services (January 1, 1999). In 2008, when the *Swedish Action Plan to combat prostitution and trafficking for sexual purposes* was adopted, the government confirmed its position with respect to demand for sexual services, using the fight against human trafficking as justification. The purchase of sexual services is punishable with a fine or imprisonment for one year. After more than 10 years, this position remains controversial at both the national and international level.

On the one hand, opponents defend the rights of an adult to freely purchase or sell his or her body, thus distinguishing between voluntary and forced prostitution. On the other hand, supporters of the law base their argument on gender equality and human rights, stating that prostitutes are exploited as much by demand as by human traffickers, and that the question of voluntary or coerced prostitution is irrelevant. Implementation of the law was intended to combat prostitution and its physical, psychological and social consequences. Criminalizing the purchase of

sexual services seeks to discourage demand while demonstrating the adverse effects of prostitution on both the individual and society. As a result, the government considers that eliminating the demand is the best way to prevent prostitution. The application of the law has been evaluated.

In 2008, according to [Norway's](#) NAP, one of the ways to combat trafficking is to reduce the market that encourages exploitation by traffickers. Several preventive measures have been implemented as a result.

The penal code transformed the purchase of sexual services into an offence under Article 202a. In 2013, the NAP called for an evaluation of the application of the law, however this has yet to take place at the time of writing this report. In terms of preventing prostitution, the Norwegian government also considers the reasons for which individuals choose to purchase sexual services to be relevant. Thus, *Reform*, which is a resource centre for men that provides information and counselling, was set up. Furthermore, concerning labour exploitation, the Government has requested the participation of the labor inspectorate in the KOM, in order to exchange information and to initiate prevention strategies. Moreover, an "au pair" employment system has been assessed, and a report is due to be published. The Minister of Justice is aiming to consolidate the "au pair" system while further safeguarding the rights of workers travailleurs (Norwegian Ministry of Justice and the Police, 2011).

#### 4.2. Other Measures

In [Belgium](#), a law is being considered to punish the "ordering parties" who use intermediaries engaging in human trafficking. The law seeks to ban the use of third-country nationals who do not have the right to reside in Belgium. It obligates the employer to verify the worker's residency permit prior to hiring. A liability regime makes the ordering party, and the intermediate party, if any, liable for all unpaid wages corresponding to the work provided. Penal and civil co-responsibility has been suggested as a solution to discourage such practices (CECLR, 2013).

In the [Netherlands](#), prostitution is legal, however the government is currently studying the possibility of strengthening its legal framework. A bill to *Regulate Prostitution and Combat Abuses in the Sex Industry* does not question the exercise of legalizing prostitution, but proposes



regulatory measure. It looks at imposing licenses on the sex industry, greater control over owners of such industries and raising the minimum legal age of prostitutes from 18 to 21 (GRETA, 2012b). According to the Dutch House of Commons, the measures proposed by the bill create additional barriers for human trafficking, because it increases monitoring (GRETA, 2012b).

In [Australia](#), the position with respect to prostitution varies from one state to another. It is legal and regulated in New South Wales, Victoria and Queensland, while it is decriminalized and regulated in the Capital Territory of Australia (TCA). The purchase of sexual services remains legal throughout the Australian territory (AIC, 1990, p. 2).

In [France](#), addressing demand is a priority, and a law aimed at penalizing the client is currently being discussed in parliament. Following a 2011 parliamentary discussion on penalizing demand, France proposed a bill penalizing the client, which was adopted by parliament in December 2013. It introduces infractions for prostitutes' clients, along with fines for repeat offenders. An additional penalty also targets clients: they must take part in a sensitization training pertaining to "the conditions in which prostitutes work", as a means of changing their behaviour. The law also abolishes the offence of solicitation, and provides a way to exit prostitution. It provides for the creation of a fund to put in place activities that help prevent prostitution, such as offering social and professional support for prostitutes.

The 2011-2013 interministerial plan to combat violence against women aimed to put in place a national awareness campaign in 2013 aimed at "demonstrating how the client, through his or her demand, fuels prostitution networks and participates in human trafficking" (GRETA, 2013b). GRETA notes that no such campaign has ever been launched by French authorities. However, several NGOs launched a poster campaign in the City of Paris metro in an effort to raise public awareness with respect to various types of trafficking.

Although adopting laws that penalize clients is more normative than punitive in many cases, the goal is to promote gender equality. A number of reports have identified a reduction in demand following the enactment of such laws, but this remains controversial. The apparent reduction in prostitution has been interpreted by some as geographic or Internet-based displacement. In addition, the repercussions of the laws for those engaged in prostitution have led to concerns about their safety. Opinions are divided pertaining to the penalization of the purchase of sexual services. In terms of combating human trafficking, the laws only deal with trafficking in the form

of sexual exploitation. If a law targeting demand was proven to work against human trafficking, “penalizing the use of sexual services as labour exploitation with the knowledge that the person involved is a victim of trafficking” could be considered, as per the recommendations issued by GRETA in its report to Norway (GRETA, 2013b). Some countries are looking into this issue. Another possible approach related to demand involves improving transparency across the corporate supply chain (UNODC, 2010). However, one thing is certain. The law is only one instrument that, in itself, remains insufficient in terms of addressing a problem as complex as human trafficking.

## 5. Evaluation

Given the recent development of preventive measures in human trafficking and their complexity, not much in terms of evaluation is available.. However, some NAPs have been evaluated with the assistance of the Group of Experts on Action against Trafficking in Human Beings (GRETA). Evaluation should be an integral part of any strategy whether at the local, national or regional level. In fact, evaluation is essential as it provides information on the effectiveness, impact, successes and shortcomings of the project. It also allows for a global perspective on the progress of the project and its sustainability.

### 5.1. Evaluation of the *Ban on purchase of sexual services law, Sweden*

A report on the evaluation of Sweden’s law prohibiting solicitation of sexual services was submitted to the Swedish minister of Justice in 2010. The report stipulates that the law is an essential instrument in preventing and combatting prostitution and human trafficking. According to the report, street prostitution has decreased by half since the law’s introduction, and there has been no indication that prostitution was displaced to the internet or to other better-hidden forms of prostitution compared to neighboring countries that did not institute such a law. The National Criminal police have also stated that the law acts as a barrier to traffickers and pimps and deters them from establishing themselves in the country. Moreover, the law has exerted a dissuading effect on clients and a normative influence on the population over the long term, 70% of which now support it (Government of Sweden, 2010).

Thus, the law engenders an attitude shift with respect to the demand for sexual services and is, consequently, an effective preventive measure against human trafficking (Government of Sweden, 2010).

The Government of Sweden commissioned the Swedish Institute to program international visits to Sweden from other countries in order to showcase practices related to prostitution. In 2011-2012, visits were devoted to key European players (e.g. lawyers, police, decision-makers, governmental organizations, NGOs). The visits aimed to encourage the exchange of information and knowledge related to prostitution and human trafficking (GRETA, 2013d).

However, it should be noted that some critics stated that data concerning the number of victims of sexual exploitation remains difficult to obtain, and that the law has managed to push the sex industry further “underground”.

On the other hand, no independent evaluation of the effectiveness of prohibiting the purchase of sexual services has been conducted to date, nor of the effect of the law on the safety of sex workers, or the contribution of these measures in terms of preventing human trafficking (Walk Free Foundation, 2013). It is not possible to draw conclusions on the type of legislation on prostitution to adopt which would have an effect on human trafficking because of the lack of evidence before the introduction of such a law on prostitution (National Rapporteur on Trafficking in Human Beings and Sexual Violence against Children, 2013).

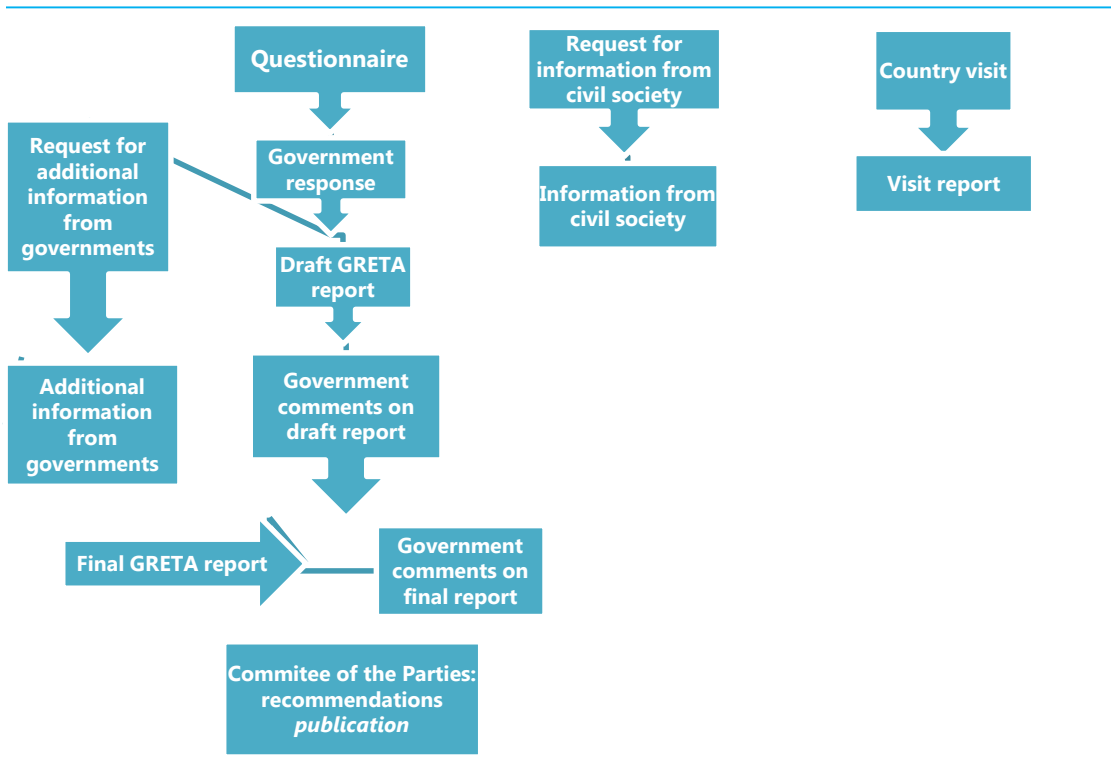
## 5.2. Evaluation conducted by GRETA

GRETA is in charge of supervising the ongoing implementation of the Council of Europe’s *Convention on Action against Trafficking in Human Beings* by member states. As an independent body, it evaluates through the publication of a report for each country (Council of Europe, 2009).<sup>46</sup> The diagram below outlines the evaluation process.

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<sup>46</sup> Council of Europe Website: [http://www.coe.int/t/dghl/monitoring/trafficking/Source/Workflow\\_en.pdf](http://www.coe.int/t/dghl/monitoring/trafficking/Source/Workflow_en.pdf)

**Workflow of the Monitoring Mechanism of the Council of Europe Convention on Action against Trafficking in Human Beings [CETS No. 197]**



Source : Council of Europe, 2009.



## 6. Prevention practices

Using concrete examples, this section will attempt to illustrate various types of projects aimed at preventing human trafficking. The selection of practices was based on themes that were deemed relevant by the National Crime Prevention Centre (Public Safety Canada) and ICPC and were chosen in relation to the countries of interest and available information. The themes were also selected according to the prevention measures recommended by the Additional Protocol to the United Nations Convention, Chapter III. These themes cover awareness campaigns, training sessions by specialized professionals, border measures and rehabilitation. Two sections were added to introduce initiatives aimed at youth, who are considered a priority target group. Furthermore, evaluated projects were to be presented, however, the reality is that few initiatives have been evaluated.

## 6.1. Awareness campaigns

The awareness campaign is the tool most commonly used in the prevention of human trafficking and is recommended by major international instruments... Various guides are available on the implementation of awareness campaigns such as UNODC's Toolkit to Combat *Trafficking in Persons* and the IOM Training Manual (IOM, 2010). Awareness campaigns involve themes designed to modify the behaviour of a target group. The use of several mediums of communication (newspapers, radio, internet, material developed specifically for the campaign, etc.) is recommended in order to achieve the objective (UNODC, 2009). The media must play a significant role, and their understanding of the trafficking phenomenon is essential in order to avoid creating bias that could further stereotype victims or emphasize prejudices. National awareness campaigns, largely conducted by NGOs, are also useful for informing public opinion.

The following section presents several examples of awareness campaigns that target either the wider public, a particular group identified as vulnerable or the demand itself.

### a. Targeted awareness campaign - Domestic workers

In 2012, in Belgium, a study on international domestic workers was commissioned by the King Baudouin Foundation and initiated by the Minister of Employment. It advocated greater awareness among the workers, employment services and employers, and called attention to the judicial framework, standards and rights of workers. In 2005, the Foundation, in collaboration with the Federal Public Service, Employment, Labour and Social Dialogue, and the Federal Public Service of Foreign Affairs and the National Labour Council, launched a campaign to raise awareness with respect to the situation surrounding international domestic workers (*Direction générale Contrôle des lois spéciales*, 2005). It has led to the publication of two brochures; one for front-line social services, and the other for employers. One is intended for domestic workers in a Belgian family (Cobbaut N., 2005), and the other is intended for domestic workers living in the private residence of a diplomat. A brochure informing the wider public of economic exploitation that contains information related to the exploitation of domestic workers is also available (Fondation Roi Baudouin, s.d).

### b. Safe Trip Campaign

There are several campaigns regarding human trafficking and exploitation in Sweden, such as the Reduce Demand Campaign<sup>47</sup>, and the Safe Trip Campaign, which address women who are potential victims. The CBSS, a working group against human trafficking, organized the Safe Trip campaign in the Stockholm area, with support from the County Administrative Board of Stockholm. It targets women who have been or are at risk of becoming victims of sexual exploitation in Sweden. The multilingual campaign was developed in partnership with the national 24-hour support hotline for female victims of violence. It seeks to inform potential victims of available support services. Since 2010, the campaign has been disseminated throughout the local and international transportation networks that are used by trafficking victims. The Swedish authorities, service providers and organizations also took part in disseminating the campaign nationwide.

### c. Looks Can Deceive

In 2006, the national campaign *Schijn Bedriegt* (Looks Can Deceive) was launched in order to sensitize the Dutch population to the problem of human trafficking, and more specifically people requesting sexual services. A telephone hotline was set up to allow anonymous citizens to report crimes, which has led to an increase in reporting and investigations. This campaign was repeated in 2008, 2010, 2012 and 2013, under the management of the City of Amsterdam. In addition, the Dutch government disseminated the online campaign using advertising banners on erotic websites, thus allowing for a more targeted sensitization (National Rapporteur on Trafficking in Human Beings and Sexual Violence against Children, 2010). According to the Dutch government, the goals of the *Schijn Bedriegt* campaign were achieved as 78 calls were made to the Report Crime Anonymously hotline in 2006 regarding forced prostitution, as compared to 42 the previous year. The following year saw a reduction in calls, but the number remained above 2005 levels. After renewing the campaign in 2008, the number of calls rose by 28% as compared to 2007.

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<sup>47</sup> For more information concerning the campaign, see <http://www.freethcaptiveshouston.com/reducing-the-demand-campaign.php>

#### d. Awareness campaign in Australia

Following the HT roundtable organized by the Australian government in 2008, the non-governmental organizations *Anti-Slavery Project*, *Scarlet Alliance*, *Australian Catholic Religious against Trafficking in Humans* and *Project Respect* were mandated to raise awareness among Australians with respect to all forms of human trafficking (Anti-Slavery Project, 2010, p. 24). The following year, the *Guidelines for NGOs Working with trafficked people* was created by the Human Trafficking Roundtable Working Group, chaired by the Sex Discrimination Commissioner and the Age Discrimination Commissioner, in collaboration with partner NGOs. The guidelines include a multilingual information pamphlet for potential trafficking victims - "Know Your Rights". The pamphlet offers information on securing a visa, contacting the police and obtaining support from the government and NGOs (Anti-Slavery Project, 2010, p. 24). In addition, the guidelines propose NGOs offer services with the consent of victims, in full confidentiality and with consideration of the victim's language and culture (Working Group, 2009).<sup>48</sup>

#### e. Be Safe, Be Smart

The U.S. Department of State's Bureau for International Narcotics and Law Enforcement Affairs created a human trafficking awareness pamphlet aimed at informing U.S. citizens of the issues related to human trafficking: who are potential victims and traffickers; the methods used by traffickers; how to protect yourself; how to get help; and sanctions for traffickers who are found guilty (Bureau for International Narcotics and Law Enforcement Affairs, 2001).

#### f. Girls Educational and Mentoring Services (GEMS)

The Girls Educational and Mentoring Services (GEMS) is the only New York-based agency that helps 12 to 24 year-old girls who are visible minorities from impoverished backgrounds and who have been victimized by a form of sexual exploitation or domestic servitude. GEMS received funding from the U.S. government to raise awareness about human trafficking among individuals at shelters, detention centres and foster homes and in areas that are at-risk of prostitution. The mission of GEMS is to end this type of exploitation and change the perceptions of the public, judicial system and the government (Attorney General, 2007; GEMS, 2014).

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<sup>48</sup> The toolkit can be accessed at: [https://www.humanrights.gov.au/sites/default/files/content/sex\\_discrimination/publication/traffic\\_NGO/traffic\\_NGO\\_2008.pdf](https://www.humanrights.gov.au/sites/default/files/content/sex_discrimination/publication/traffic_NGO/traffic_NGO_2008.pdf)

## 6.2. Training

The Additional Protocol to the United Nations Convention obliges State Parties to “provide or strengthen training for law enforcement, immigration, and other relevant officials in the prevention of trafficking in persons” (UN, 2000, art. 10 52). Human trafficking remains poorly understood even by professionals who, if they are aware of the problem, are often not equipped to deal with it. This is why training is essential to provide information and practical resources for better detection and treatment of potential victims.

### a. Targeted awareness-raising within the social service and health sectors, Belgium:

Belgium has developed a number of awareness initiatives involving personnel in the social service and health sectors. The Office of the Interdepartmental Coordination Unit has created an awareness brochure targeted at hospital personnel, offering them information on “Human trafficking, what to do? Advice for hospital personnel”, which has been distributed throughout hospitals in Belgium (Interdepartmental Coordination Unit against Trafficking and Smuggling in Human Beings, 2012). This project was launched in response to the lack of human trafficking knowledge in hospitals, which often receive victims of labour exploitation that are injured, and are victims of sexual exploitation who have been raped and forced to have an abortion. An evaluation of the initiative is underway through an online questionnaire, and the results are expected in 2014.

Training has been identified as a priority in the majority of the national action plans. Professional training sessions are being conducted in all of the countries that participated in the study for this report. This includes training provided to diplomats, police officers, health and justice professionals, immigrant reception centres, victims and youth. Training must be concrete, practical and adapted to the specific context of each sector.

## 6.3. Initiatives at borders and at the international level

The Protocol on trafficking in persons specifically indicates measures that Member States should implement at borders. Among other objectives, these measures seek to strengthen border controls and visa inspections (Protocol, Art. 11). This approach remains limited as it often displaces the issue. Promising practices tend to emphasize working directly with potential victims,



developing relationships of trust with the victims, and collaborating with the various stakeholders to find solutions.

#### a. Brazilian Network, Belgium

Some time ago, a human trafficking chain between Brazil and Portugal was identified. Once in Portugal, its victims were sent to various European countries, including Belgium. In 2009, Belgium and Brazil collaborated to create a human-trafficking prevention project. It included multiple partners from both countries (police, social inspection, the Belgian Ministry of Foreign Affairs) as well as the IOM, and specifically targeted the Brazilian migrant population seeking work in the construction industry. "A prevention campaign aimed at vulnerable communities in Brazil, exchanges of information between the Belgian and Brazilian authorities, information sessions for the Brazilian NGOs in Belgium and a telephone line providing information in Portuguese on the possibilities of legal migration to Belgium" were developed, as well as a voluntary return to Brazil programme (GRETA, 2013a, p.32). Although it was never evaluated, the project contributed to a decrease in Brazilian victims of trafficking. Nevertheless, it is imperative to remain vigilant by virtue of trafficking chains' adaptability and the emergence of new methods of forging identity papers (GRETA, 2013a).

## 6.4. Rehabilitation

The measures used to rehabilitate victims must be considered when developing strategies aimed at combating trafficking from a perspective of tertiary prevention in terms of preventing re-victimization or offending (i.e. engaging in trafficking activities). The Protocol on human trafficking recommends measures related to immigrant status, repatriation and reintegration in the country of origin. Other measures involve psycho-social and legal assistance for victims who are in the process of rehabilitation. Complementarity of services is necessary in order to provide victims with a certain amount of physical, psychological, legal and financial stability, an essential condition for long-term rehabilitation. Provision of a secure shelter, access to information, and personalized medical and psychological support are equally necessary. Several initiatives that focus on victim rehabilitation will be presented.

#### a. ROSA Project, Norway

The Government of Norway finances projects run by NGOs that offer safe housing for trafficking victims, such as Laura Hus and the ROSA project (Re-establishment, Organizing safe places to stay, Security, Assistance). Launched in 2005 and financed by the Ministry of Justice, the ROSA project has a mandate to act as the national coordinator of assistance initiatives for female victims of trafficking. The project includes 47 shelters, and coordinates support services for victims of trafficking in Norway. It offers information, safe housing, social, medical and legal services, professional courses, and other activities. The project also owns two apartments in Oslo that are used to shelter men and has a day centre. A 24/7 telephone hotline provides information and assistance. The project was evaluated by the NTNU social research institute (NTNU Samfunnsforskning AS National Centre of Expertise)<sup>49</sup> in 2008 (Dyrlid & Berg, 2008). The results show that the project fills important gaps. Recommendations from the evaluation highlighted the need to expand the shelters to meet the needs of diverse groups of victims being affected by various forms of trafficking.

#### b. PAG-ASA<sup>50</sup>, Belgium

PAG-ASA is an organization that supports human trafficking victims and is involved in the fight against crime through awareness raising. PAG-ASA provides legal, administrative and psycho-social services to victims. Depending on the needs of the victim, support is offered over the short and long term, varying from several days to several years. The average duration of support was estimated at 2 to 3 years, and there is no specific time limit (PAG-ASA, 2012). Several services are offered such as a shelter for those who have no other options or whose safety is in danger, with 16 beds available. Also, follow-up outpatient support is provided to monitor those who are able to live independently but still require support or those who live in shelters and require a more tailored approach (e.g. mother-child shelters). The organization also offers information on the resources available to victims human trafficking to professionals who could encounter a case of trafficking and those interested in the issue. In 2012, the organization received information pertaining to 404 cases from various sources: judicial services, legal aid services, services for foreign unaccompanied minors, immigration services, foreign affairs department, and the social service and health sectors. Using this information, 63 follow-ups were conducted, 8 of which

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<sup>49</sup> NTNU Samfunnsforskning AS: <http://samforsk.no/Sider/Info/About-us.aspx>

<sup>50</sup> PAG-ASA: <http://www.pag-asa.be/content.aspx?l=001&lang=EN>

involved minors. Most cases involved sexual exploitation, which has been on the rise since 2010. In terms of awareness, the organization has been requested to provide presentations to professionals who are likely to come into contact with trafficking cases.

c. **Exit Programmes for Prostitutes Scheme, the Netherlands**

In 2008, the Government of the Netherlands implemented the Exit Programmes for Prostitutes Scheme, which assists prostitutes in exiting the industry. The programme helps prostitutes find paid employment, volunteer work, training, or return to school. The program also places a particular emphasis on various aspects of life: managing personal finances, housing, psycho-social assistance, learning the Dutch language, as well as psycho-social services. There are also counsellors who help victims in terms of transitioning to a new lifestyle and dealing with day-to-day concerns. To date, between 800 and 850 prostitutes have taken part in the exit programmes.

## 6.5. Initiatives for children and youth

a. **Awareness-raising in schools, Norway<sup>51</sup>**

**Figure 30. Campaign themes**

- Human trafficking/victims of human trafficking;
- The daily life of victims trafficked for sexual purposes;
- Who are the traffickers;
- Who are the clients.

*Source: Réponse du Pro Centre, 2013.*

In 2007, the Ministry for Children, Equality and Social Inclusion placed the Pro Centre national expertise centre in charge of the campaign targeting students aged 16 to 18. The Pro Centre, in collaboration with the same ministry, developed a project initially intended for schools in Oslo.

Objectives of the Ministry for Children, Equality and Social Inclusion:

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<sup>51</sup> According to the Pro Centre Executive Officer, <http://prosentret.no/en/om-oss/>

- The campaign targets sixth form college students (16-18 years);
- The campaign be equivalent to two courses per class;
- The campaign promotes reflexion on ethical issues related to trafficking;
- ProCentre develops educational material for students and teachers following the visit of front-line workers.

The launch was a success and received significant media coverage. The project started in Oslo in the fall of 2007. In the spring of 2008, it was decided to expand the campaign to Stavanger, where the Mission City Church service for prostitutes is located. In 2009, the project was brought to other cities in cooperation with NGOs such as the Red Cross. Since the beginning of the campaign, nearly 150 classes have been sensitized. Evaluation forms have demonstrated that the campaign works well, and that students find the subject interesting and are more aware of the links between the purchase of sexual services and trafficking in human beings.

In the context of the project, in fall 2009, Pro Centre launched a national literary and film contest for students in all postsecondary schools in Norway. The aim of the competition was to encourage young people to use their creativity to broaden public awareness about prostitution and human trafficking. The contest was reissued in 2010. The project is still underway with the support of the Ministry of Justice.

#### b. Child sex tourism, Sweden

“Don’t Look Away” is an awareness campaign aimed at travelers for the protection of children who face sexual exploitation linked to travel and tourism. The campaign was run by Sweden’s Ministry of Health and Social Affairs, in collaboration with the police and the NGO, ECPAT. The campaign, which was launched in 2010, was inspired by campaigns in Germany, Austria and Switzerland. It targets travelers, alerting them to suspect situations of child sexual exploitation. A publicity film aired in airports and trains from December 2011 to March 2012, highlighting the necessary information to contact the police. The film was also distributed to the travel industry to be shown during training and on board flights (GRETA, 2012b).

#### c. Gender Equality, France

Trafficking is above all a societal problem that is rooted in social patterns. Therefore, certain measures that seek a wider approach are necessary such as initiatives that promote equality among men and women and that seek to end violence toward women.

In France, the 2006-2011 *Interministerial convention for equality between girls and boys, and women and men in the education system* brought together eight ministries that implemented measures aimed at school-aged girls and boys in order to prevent discrimination based on gender. The goal was to implement a “voluntary policy of equality between women and men (...) to match equality in law with equality in fact” (*Repères vie scolaire : Guide d'intervention en milieu scolaire*, 2010). A resource guide was created for college and high-school staff to explain the role of the school and its actors in ensuring gender equality. The guide was developed by the Office for Health, Social Affairs and Prevention, the Directorate of Education and the Office for Equality between Men and Women in Personal and Social Life of the Department of Women’s Rights and Equality. Initiatives regarding awareness-raising on prostitution were also organized in colleges and high-schools.

#### d. Child pornography, Belgium

In 2004, ECPAT Belgium launched its campaign to raise awareness among travellers with respect to the violation of children’s rights in countries that tolerate child prostitution (ECPAT Belgique, 2007). The campaign involved a large number of partners, and provided the opportunity to report all suspect behaviour while abroad or upon returning to Belgium. As part of the campaign, an internet site, *Stop Child Pornography*<sup>52</sup>, was developed. It allows the public to find information and report child pornography found on the internet. This platform was launched by the European Commission and works with the police and judicial authorities under a cooperation protocol.

#### e. Action Plan Against Loverboys, Netherlands

In recent years, several cases of trafficking following the same pattern have been reported. This pattern involved female victims, who were seduced by young boys, nicknamed “loverboys”, who would lure them gradually into forced prostitution (National Rapporteur on Trafficking in Human Beings and Sexual Violence against Children, 2013). Dutch authorities are paying great attention to the *loverboy* phenomenon, addressed in Chapters 6 and 11 of the National Action Plan, because of the nature of this phenomenon, which mainly concerns minors.

According to the British and Dutch media, the young girls involved are often solicited around transition houses and foster homes. As a result, *loverboys* are able to take advantage of their

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<sup>52</sup> Stop Child Prostitution: <http://www.stopprostitutionenfantine.be/02.php>

vulnerability while attempting to isolate them from their families and friends, and they quickly find themselves in a relationship of dependency (Crisafis, 2014). The government's action plan focuses specifically on the phenomenon, establishing seven key objectives in the fight against *loverboys*, in cooperation with the Ministry of Security and Justice, municipalities and the Ministry of Health, Welfare and Sport. Objectives include monitoring social networks (e.g dating sites, Twitter, etc.), implementing awareness campaigns in high-schools and developing a guide to help the police adapt their approach toward suspected *loverboys* and their victims (Government of the Netherlands, 2011, p. 27). Other measures include providing information material for potential victims, parents and schools, and presenting a film intended to increase awareness among youth and parents with respect to the risks associated with *loverboys* (Government of the Netherlands, 2012, p. 23).

f. **Project Safe Childhood, United States**

Project Safe Childhood was launched by the U.S. Department of Justice in 2006 to address the proliferation of child sexual exploitation, as facilitated by new technologies. This project, which was continued in 2011, is being run in collaboration with the Internet Crimes against Children Task Force, and involves federal and international agencies, including the European Union, Eurojust and the Child Exploitation and Obscenity Section. The aim of this project is to combat the proliferation of sexual exploitation against children, facilitated by new technologies, mainly through investigation on the internet and prosecution of criminals. More than 3,500 victims have been identified, and 11,447 individuals have been found guilty of sexual exploitation of a minor since the inception of the project (Project Safe Childhood, 2012).

**6.6. Research initiatives and others**

Article 92 of the Additional Protocol states that research is crucial for prevention as it improves our understanding of the phenomenon and leads us to the solution. In this regard, governments can play a key role by funding research the results of which can be used at the national level and allow for effective solutions to be put in place.

a. **"See Me" study, Sweden**

In 2008, the Swedish government authorized the Swedish National Board for Youth Affairs to conduct a study pertaining to youths aged 13 to 25, and their experiences and perceptions regarding sexuality and sexual exploitation through the Internet, as well as their experiences and

perceptions about the sale of sexual services. The report identified several factors that can help identify at-risk youth as well as considerations when implementing prevention practices aimed at at-risk youth who are exposed to new technologies. According to the study, it is also important to help youth under the age of 15 develop strategies to protect themselves from internet-based dangers, and that adults who work with youth develop methods for working with those who are victims of violence. (Nyaman, 2010).

b. Cultural mediators, Europe<sup>53</sup>

One practice that has often been cited as promising involves socio-cultural mediators and awareness units. Cultural mediators enter into direct contact with communities who are from the same culture, and they explain their rights and advise them on how to overcome the difficulties they may encounter. They can also collaborate with social workers to help them better understand the cultural characteristics of the community concerned. As the first to make contact, they have often reported greater ease in building trust, thus overcoming the obstacles associated with language, belief and culture. A number of such initiatives have been launched, particularly in Bulgaria and Italy, and others are now being considered under France's NAP. The NGO Tampep (Transnational AIDS/STD Prevention among Migrant Prostitutes in Europe) is a European action research project that was set up in 1993 in an effort to implement AIDS/STD prevention strategies among migrant prostitutes in Europe. Italy created mobile teams that seek out street prostitutes and provide them with information concerning sexually transmitted diseases and contraception, and inform them of their rights, laws in Italy and how to obtain access to social services. At the same time, mediators help to create a network of contacts within the prostitution industry, thus gaining access to hidden forms of prostitution. These teams have detailed information on the phenomenon and are aware of the trends. The NGO On the Road, which provides assistance to victims of trafficking, including psychological support and professional training, launched a programme in 2004 that locates and helps prostitutes who work inside, along with suspected victims of trafficking. The use of mediators can be expanded to other types of trafficking and for other vulnerable populations, including Aboriginal peoples and minors, to prevent, detect and potentially lead the victim to report a trafficking situation.

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<sup>53</sup> Aradau et al, 2005

### c. Transparency in Supply Chains Act, United States

**Figure 31. Required company information for disclosure**

- Provide a formal commitment to verify its supply chains in an effort to assess and minimize the risk of slavery and human trafficking;
- Disclose its audits on suppliers;
- Certify that all products received from suppliers comply with the law;
- Ensure internal accountability regarding standards and procedures;
- Provide training on slavery and human trafficking for employees and those directly responsible for supply chains.

*Source : Know the Chain, s.d*

Considering the central role played by companies and consumers in the prevention of human trafficking and the elimination of the demand for exploited workers, the California government considers it necessary that companies are held partly responsible. Thus, the government is asking companies to provide a guarantee that they are not directly linked to any form of trafficking, whether in the form of recruitment, transportation or reception of people for the purposes of exploitation. In 2010, the California government passed the California Transparency in Supply Chains Act. Since the law went into effect in 2012, all companies that post gross revenues in excess of US \$100 million must disclose their efforts to combat human trafficking. The information is then posted on the company's website. The, however, legislation does not require companies to change their operational methods regarding trafficking (IOM, 2012, p. 6).

### 6.7. Canada-based practices

#### a. TruckSTOP<sup>54</sup>

The TruckSTOP campaign was launched by PACT Ottawa (Persons against the Crime of Trafficking in Humans) to raise awareness on trafficking among truck drivers. The objective of the campaign is to educate those involved in the trucking industry so that they can identify possible victims and notify the authorities. In collaboration with the RCMP, the campaign has defined a set of indicators to identify trafficking cases and the information required by the police. The acronym "WATCH" has been developed as a memory tool in identifying potential victims (Watched, Afraid,

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<sup>54</sup> For more information concerning the campaign, visit <http://www.pact-ottawa.org/truckstop.html>.



Tired, Confused, Housed at work). The campaign also makes use of the media and outreach materials.

b. *Les Survivantes* Project<sup>55</sup>

The *Les Survivantes* project was implemented by the “Morality Section” of the Montreal police service (SPVM) in 2009. The project seeks to inform, sensitize and provide tools for institutional actors and community-based organizations who work with victims of sexual exploitation. During a series of sessions, rehabilitated survivors of sexual exploitation are asked to share their experiences and perceptions with respect to the police and other professionals. Sessions are also offered to groups of vulnerable young girls in order to provide them with the necessary information regarding exploitation and sexual abuse, along with resources that can help them to get out of such situations. Individual sessions are also available. Working in close collaboration with Crime Victims Assistance Centre (CAVAC) and the Youth Centre (*Centre de Jeunesse*), the project provides psychological and legal support to victims and parents upon request. This includes providing assistance when filing a complaint or when dealing with investigators or the judicial system, and ensuring their safety and protection. To date, more than 100 presentations have been made and 1000 police officers have received training.

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<sup>55</sup> For more information concerning this project, visit: [http://www.spvm.qc.ca/fr/documentation/3\\_1\\_2\\_communique.asp?noComm=824](http://www.spvm.qc.ca/fr/documentation/3_1_2_communique.asp?noComm=824)

## 6.8. International practices

### a. Gangmasters Licensing Authority, United Kingdom

Created in 2005, the Gangmasters Licensing Authority (GLA) governs the issuance of permits and licenses in the fields of agriculture, horticulture, fishing and processing and associated packaging.. Its mission is to protect the interests of workers in these sectors, and prevent worker exploitation. The GLA works in close collaboration with the police, and participates in UKHTC working group activities (GRETA, 2012a).

**Figure 32. GLA Priorities**

- Prevent worker exploitation;
- Protect vulnerable people;
- Attack illegal work and criminal activities while ensuring compliance with licensing conditions under the law.

*Source: GRETA, 2012a*

The GLA mission has six objectives:<sup>56</sup>

- Target, dismantle and disrupt serious/organized criminal activities by identifying human trafficking cases early;
- Provide effective, meaningful engagement with stakeholders thereby enhancing reputation
- Work with the industry to identify the lack of licensing compliance without direct GLA intervention;
- Fight tax avoidance, health and safety negligence, fraud and breaches in employment contracts or other laws/regulations;
- Maintain a credible licensing framework in order to ensure equal conditions for competition while promoting growth;

<sup>56</sup> See the GLA's website: <http://www.gla.gov.uk/Who-We-Are/Mission-Statement/>

- Identify and combat forced labour associated with authorized and unauthorized gangmasters.

b. Programme to Combat Trafficking in Persons (IOM, UNODC), Colombia

In 2001, the IOM in Colombia launched a comprehensive programme aimed at combating human trafficking. Its objective is to combat the phenomenon by implementing prevention strategies and victim assistance, strengthening institutions and decentralizing public trafficking policies.

**Programme components**

- Emergency assistance for victims;
- Return victims to their communities;
- Strengthen institutions: Decentralize public policy through the creation of departmental, district and municipal committees in order to develop and implement action plans.

*Source: IOM, 2013*

Components regarding prevention:

- Media prevention campaign;
- Creation of a national hotline against human trafficking;
- Implementation of prevention projects within vulnerable populations in order to reduce vulnerability factors.

Components regarding international cooperation:

- The IOM in Colombia supports the victim repatriation process and the strengthening of anti-trafficking measures in border areas.

Component regarding information and investigation:

- The programme provides national and international authorities with information pertaining to the status of the situation by systematizing statistical data. In 2011, two

investigations were carried out: 1) Human trafficking in Colombia: estimates of the scope and an understanding of the problem; and 2) Human trafficking and domestic services.

## **Conclusion**

The complexity of the phenomenon requires a comprehensive approach that brings together key national and international actors, reduces opportunities for trafficking, improves social factors that promote criminality, provides information, and protects victims.

While many countries have implemented practices in relation to the prevention of human trafficking, such initiatives are mainly led by NGOs working at the local level. Furthermore, few awareness campaigns exist at the national level. For this reason, more commitment and support from governments is needed with respect to ensuring a larger dissemination and greater visibility in order to combat the prejudices and stereotypes related to human trafficking. Practices must also take into consideration the trafficking continuum in order to address deeply rooted causes and vulnerabilities, including inequalities and economic conditions. There must also be action to improve border control, and there should be ongoing professional training to ensure that those working on the issues are knowledgeable and have the right tools. Practices should also be monitored and evaluated to assess the impact.

The markedly nebulous underground nature of human trafficking, the difficulties involved in taking a person out of this continuum and the limited means available to governments in terms of identification, prosecution and legislation make prevention all the more essential when dealing with this type of crime. Putting up recruitment barriers upstream has proven to be a fundamental pillar to any strategy involved in combating human trafficking. Throughout this study, we have noted that the countries examined have put in place a process related to human trafficking, while implementing strategies geared toward the “4P” approach, in which prevention plays an important role.

The complexity of the problem, the combination of stakeholders and the sectors involved require a mechanism that brings all the relevant departments together towards a preventive approach. The countries examined in the report have set up coordination mechanisms that include inter-ministerial components, which represents a key element in strategies against human trafficking.

These countries have also expressed an interest in gathering data, and several of them have started examining this data. However, data gathering remains limited and information is rarely centralized. As a result, it is insufficient in terms of providing an overall portrait of the situation. Two of the countries examined have National Rapporteurs, and therefore can serve as examples. Insofar as independence is assured, the Rapporteur is essential in conveying the nature and scope of the trafficking situation at the national level.

In terms of evaluation, there is work to do. As discussed previously, few strategies and practices have been evaluated, resulting in a lack of clarity with respect to effectiveness and concrete results. Along the same lines, it would be interesting to evaluate the coordination mechanisms in order to measure their impact in terms of preventing trafficking.

With respect to prevention practices, countries primarily focus on awareness campaigns and border measures. A certain emphasis has also been put on transnational trafficking and sexual exploitation, along with recent efforts related to forced labour. The use of cultural mediators,

which is a promising practice among vulnerable populations, should be pointed out. While all of these initiatives are essential, other avenues should also be explored with respect to the various levels that make up the trafficking continuum. The development of a more proactive approach would be beneficial in order to minimize the underground character of the phenomenon. In this regard, more information is needed on recruitment, along with the identification of victims and the factors that help them escape situations of exploitation, which requires relationships of trust with the authorities and the assurance of safety for these victims.

Further, most projects are initiated by civil society, and remain localized, despite the implementation of national action plans. Initiatives are rarely implemented on a large scale, and consequently are not well known among the general public and target groups. In this respect, cities must play a significant role, first through increased involvement with respect to these initiatives, which would help to increase their visibility, and also in terms of consolidating the link with the national level. In addition, some of these cities understand the specific challenges associated with trafficking, and therefore it becomes crucial to involve local governments in the development of strategies and take on more responsibility.

There is no question that many countries have made efforts to combat human trafficking and promote the rights of victims, but a great deal of progress remains to be made. Next steps could involve increasing government support for local initiatives, developing a data gathering system through the implementation of a National Rapporteur, putting in place structures to improve coordination of key actors, and implementing gender equality strategies to reduce the risk factors that can lead to victimization.

In conclusion, human trafficking is a criminal activity that takes advantage of sociological factors, such as living conditions, inequalities, discrimination, lack of economic and political power and corruption, all of which require the implementation of large-scale strategies and prevention measures. Tackling the root causes of the problem is a lengthy but essential undertaking that can complement more short-term efforts.

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**Appendix 1.** Questionnaire

**Appendix 2.** Institutional Framework of Belgium

**Appendix 3.** Institutional Framework of France

**Appendix 4.** Institutional Framework of Norway

**Appendix 5.** Institutional Framework of the Netherlands

**Appendix 6.** Institutional Framework of Australia

**Appendix 7.** Institutional Framework of the United Kingdom

**Appendix 8.** Institutional Framework of Sweden

**Appendix 9.** Institutional Framework of the United States

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<sup>57</sup> Since the writing of this report, new GRETA reports or action plans of the countries studied have come out. The information below may not reflect the latest updates.

## Appendix 1. Questionnaire

### COMPARATIVE REPORT ON HUMAN TRAFFICKING

#### SURVEY

**Exploration of strategies and initiatives regarding the prevention of human trafficking at the international level**

#### Context:

*The International Centre for the Prevention of Crime (ICPC)<sup>58</sup>, has been commissioned by the National Centre for the Prevention of Crime (Public Safety Canada, Government of Canada) to write a report to inform Canada about prevention practices and strategies implemented by other countries regarding human trafficking. The report aims to focus on the following countries: United States, Australia, Sweden, England, Mexico, Italy and France, Germany, Netherlands. Through this open-ended survey, ICPC aims to gather country-specific information from experts working in the area.*

*The information collected will be solely used to develop this report. If you prefer that your identity remains anonymous, please inform us. Otherwise, we will mention you and your organization in this report. We would ask that if it is possible, to please provide one or more human trafficking prevention practices prevention in each country.*

*This questionnaire will take about twenty minutes to complete.*

*We thank you in advance for your participation in the survey, which will be a valuable contribution to the comparative report on human trafficking, and will enable us to have an overview in order to assess the current situation at the international level.*

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<sup>58</sup> <http://www.crime-prevention-intl.org/>. The mission of ICPC is to promote safer and healthier societies and communities through the application of strategic and evidence-led programmes and initiatives which aim to reduce and prevent offending and victimization and to support international norms and standards, in particular the UN Guidelines on the prevention of crime (1995 and 2002). It encourages countries, cities and institutions to invest in prevention rather than relying on more costly criminal justice responses to crime.



**Strategies regarding the prevention of human trafficking:**

- Is there a national prevention strategy regarding human trafficking in your country? If yes, at which level was it created (government, non-governmental etc)?
- In the case where a national prevention strategy on human trafficking does not exist, are there other forms of prevention strategies (e.g. action plan, project, programme) on the issue? If so, at what level (e.g. provincial, local, etc)?

**Related strategies regarding the prevention of human trafficking:**

- Do the trafficking strategies mentioned above complement/tie into other relevant national-level schemes (e.g. National Crime Prevention Strategy, anti-commercial sexual exploitation action plans)? Do these strategies link to other types of initiatives at the national or provincial level (i.e. Child Protection Systems, re-victimization prevention strategies in relation to trafficking)?

**Identification and dissemination of information, and coordination across different levels:**

- Is there a link between national and local level strategies or initiatives?
- Do the national-level strategies support local-level prevention initiatives? If so, how (e.g. local safety audits, community-based protection mechanisms)?
- Is there a sharing of information between the national and local level?
- Are the strategies being informed by what else is happening in the country regarding human trafficking or other forms of exploitation? In addition, are human trafficking cases informing the prevention focus within human trafficking strategies?
- Is there a system for collecting data on human trafficking and / or exploitation (sexual)? If so, what information is being collected and how? Is data being used to support the strategies and improve targeted approaches?

**Targeted approach of the prevention of human trafficking :**

- Does the government have a holistic approach (i.e. is there a continuum of efforts being made to prevent and reduce trafficking) ?
- Do the human trafficking prevention strategies mentioned above have a targeted approach? To what extent do they include sub-populations known to be at risk (e.g. Aboriginal populations, youth at risk)? If so, how does this translate into prevention practices?

**Practices regarding the prevention of human trafficking:**

- What types of prevention-based practices/projects are being developed to complement these strategies (e.g. school safety, awareness campaigns, advancing rights of children and youth, investments in health and education)? Have they been evaluated? If so, what was the outcome(s) ? Have they been evaluated? If so, what was the outcome(s)?
- What types of mechanisms are being used to prevent potential victims from being trafficked (e.g. safe employment websites to prevent commercial sexual exploitation, education materials for parents)?

**The demand side:**

- From the point of view of prevention, how is demand addressed? Have efforts been made to address the demand? At what level is this addressed?

**Evaluation:**

- Have measures been put in place to assess the effectiveness of the prevention strategies? If so, please explain. What was the outcome(s)?

**Other comments:**

- Do you have any other comments or information and materials that you would like to share with us, which may be relevant knowledge regarding the prevention of human trafficking in your country or community?

**APPENDIX 2. Institutional Framework of Belgium, (GRETA, 2013a)**

Name	Composition	Mission
<p><b>Inter-Departmental Co-ordination Unit for Action against Trafficking in Human Beings</b> - has existed since 1995 but was revitalized by the Royal Decree of 2004</p>	<p>Chaired by the Crime Policy Department of the Federal Public Department of Justice (under the Minister of Justice).</p> <p>Composition:</p> <ul style="list-style-type: none"> <li>▪ Prime Minister</li> <li>▪ Minister of Justice</li> <li>▪ Minister of the Interior</li> <li>▪ Minister of Foreign Affairs</li> <li>▪ Minister of Employment</li> <li>▪ Minister of Social Affairs</li> <li>▪ Minister of Social Integration</li> <li>▪ Minister of Co-operation for Development</li> <li>▪ Each deputy Prime Minister who has no representative in another capacity</li> <li>▪ Bench of Prosecutors General</li> <li>▪ Federal Prosecutor's Office</li> <li>▪ Crime Policy Department of the Federal Public Department of Justice</li> <li>▪ Directorate general of Legislation, Freedoms and Fundamental Rights of the Federal Public Department of Justice</li> <li>▪ Central Service for THB Affairs of the Federal Police</li> <li>▪ State Security Service</li> <li>▪ Foreigners' Office of the Federal Public Department of the Interior</li> </ul>	<ul style="list-style-type: none"> <li>▪ Follow the implementation and coordination of the NAP.</li> <li>▪ Evaluate the result of the action against trafficking.</li> <li>▪ Meet two or three times a year.</li> </ul> <p>A Bureau staffed by representatives of the main departments involved meets monthly and handles the unit's daily work: The Crime Policy Department, The Foreigners' Office, the Central Service for THB Affairs of the Federal Police, the State Security Service, the Social Inspection Service of the Federal Public Department of Social Security, the Directorate General of Supervision of Social Legislation of the Federal Public Department of Employment, Labour and Social Dialogue, and the Federal Public Department of Foreign Affairs. The CECLR provides the secretariat of the Bureau.</p>

	<ul style="list-style-type: none"> <li>▪ Social Legislation Inspectorate of the Federal Public Department of Employment, Labour and Social Dialogue</li> <li>▪ Special Inspectorate of Taxes of the Federal Public Department of Finance</li> <li>▪ Social Inspection Service of the Federal Public Department of Social Security</li> <li>▪ Federal Public Department of Foreign Affairs, Foreign Trade and Co-operation for Development</li> <li>▪ Centre for Equal Opportunities and Opposition to Racism (CECLR)</li> <li>▪ NGO Child Focus</li> </ul>	
<p><b>Crime Policy Department of the Federal Public Department of Justice</b></p>	<p>Bench of Prosecutors General</p>	<ul style="list-style-type: none"> <li>▪ Assist the Minister of Justice and the Bench of Prosecutors General in the development of crime policy.</li> <li>▪ Harmonize prevention, repression and sentence enforcement policy.</li> <li>▪ Conduct an annual assessment of the research and prosecution policies on human trafficking.</li> <li>▪ Write a biennial government report on action against trafficking in and smuggling of human beings.</li> </ul>
<p><b>Centre for Equal Opportunities and</b></p>	<p>The Centre has an anti-trafficking unit staffed by</p>	<ul style="list-style-type: none"> <li>▪ Promote, co-ordinate and follow anti-trafficking and anti-smuggling policy.</li> </ul>

<p><b>Opposition to Racism (CECLR)</b> <sup>59</sup></p>	<p>three people</p>	<ul style="list-style-type: none"> <li>▪ Publish an annual independent report assessing the development and results of action against THB.</li> <li>▪ Act as the de facto “national rapporteur on THB”.</li> <li>▪ Facilitate co-ordination and ensure collaboration between the three reception centres specializing in assistance and support for victims.</li> </ul>
<p><b>Public ministry</b></p>	<p>The Prosecutor General attached to Liège Appeal Court</p>	<p>Coordinate criminal law policy dealing with THB.</p>
	<p>A reference prosecutor for THB has been appointed at each Prosecutor's Office attached to an appeal court, crown prosecutor's office, labour law auditor general's office and labour law auditor's office</p>	<p>Direct and follow enquiries. Serve as a contact persons for other stakeholders.</p>
	<p>A network of expertise, set up by the College of Public Prosecutors, composed of approximately one hundred people who are mostly magistrates.</p>	<ul style="list-style-type: none"> <li>▪ Liaise between the reference prosecutors, and also between them and other institutions outside of the ministry who are working to combat THB. Meet once a year and also operate as thematic working groups.</li> </ul>

<sup>59</sup> <http://www.diversite.be/traite-des-%C3%AAtres-humains>

	<ul style="list-style-type: none"> <li>▪ The Prosecutor General is assisted by a “co-ordination team” composed of: An advocate general at the Liège Auditor General’s Office, the reference prosecutors of the five Prosecutor General’s Offices, five Auditor General’s Offices, the Federal Prosecutor’s Office, one representative of the Crime Policy Department and one representative of the legislation section of the Federal Public Department of Justice, the President of the Council of Crown prosecutors and labour-related crime auditors.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Manage the network of expertise.</li> <li>▪ Meet three or four times a year.</li> </ul>
	Federal Prosecutor’s Office	<ul style="list-style-type: none"> <li>▪ Coordinate public prosecution between different actors.</li> <li>▪ Facilitate co-operation in criminal law matters at the international level to strengthen action against transnational trafficking.</li> </ul>
<b>Federal police and local police</b>	Central Service for THB Affairs is part of the federal criminal investigative police. Each judicial district (27) has a decentralized THB unit working full-time on trafficking. Each police precinct has at least one investigator specializing in trafficking in human beings.	<ul style="list-style-type: none"> <li>▪ Provide support to the federal and local police in action against trafficking in human beings, child pornography and smuggling of migrants.</li> <li>▪ Carry out strategic and operational analyses of the nature and trends of human trafficking as well as the risk sectors.</li> </ul>
<b>Labour Inspectorate Services</b>	Directorate General of Supervision of Social Legislation, organized in 25 regional directorates	<ul style="list-style-type: none"> <li>▪ Ensure compliance with the implementation of collective and individual labor relations policies by providing information, and</li> </ul>

	<p>Social Inspection Directorate General</p> <p>These two entities participate in coordination meetings according to Circular n°COL 1/2007, which aims to coordinate and strengthen the work of police, labor inspection and prosecution in the area of trafficking.</p>	<p>counseling, and playing a role in prevention and repression. Each department has one or more inspectors trained on issues related to trafficking.</p> <ul style="list-style-type: none"> <li>▪ Hold regular meetings to exchange information and good practices.</li> <li>▪ Exercise control and ensure the correct application of laws relating to social security, including the fight against tax evasion and undeclared work.</li> </ul>
<b>THB unit in the Foreigners' Office</b>	THB unit within the minors and trafficking in human beings section (MINTEH) of the Foreigners' Office	<p>Follow and examine the administrative files of persons eligible for protection afforded to victims of trafficking. This unit is the sole authority empowered to give instructions for the issuing of documents to persons granted trafficking victim status.</p>
<b>Federal Public Department of Foreign Affairs</b>	A THB Section is part of the Directorate General of Consular Affairs (DGC) in the Federal Public Department of Foreign Affairs	Ensure that diplomatic services and outposts work together to implement government policy in the area of prevention and information exchange.
<b>Non-governmental organisations (NGOs)</b>	Three reception centres specialize in providing assistance and support for victims of trafficking in human beings (Pag-Asa, Payoke and	<ul style="list-style-type: none"> <li>▪ Provide assistance and support for victims.</li> <li>▪ Participate in anti-trafficking awareness-raising and training</li> </ul>

	<p>Surya); Their status has recently been formalized by a Royal Decree</p> <p>Three accommodation centres for unaccompanied foreign minors who are victims of trafficking (Esperanto, Minor-Ndako and Juna)</p> <p>ECPAT-Belgium, End Child Prostitution, Child Pornography and Trafficking of Children for Sexual purposes</p> <p>Child Focus (Foundation for missing and sexually exploited children) – the only NGO with representative status within the Inter-departmental Unit</p>	<p>initiatives.</p> <ul style="list-style-type: none"> <li>▪ Help find missing children, in Belgium and abroad and combat the sexual exploitation of minors.</li> </ul>
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**APPENDIX 3. Institutional Framework of France (GRETA, 2013b)**

Name	Composition	Mission
<b>Inter-ministerial co-ordination network - 2012</b>	Contact persons for trafficking, appointed within each ministry concerned (justice, interior, foreign affairs, social affairs, labour and national education)	Re-launch and revise the NAP
<b>Interministerial Mission for the protection of women against violence and trafficking in human beings (Mission interministérielle pour la protection des femmes contre les violences et la lutte contre la traite des êtres humains MIPROF)-2013</b>	<ul style="list-style-type: none"> <li>▪ "Six experts with complementary profiles from different ministries" Ministry for Social Welfare and Women's Rights (Ministère des Affaires Sociales de la Santé et des droits des Femmes, 2013)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Coordinate the fight against trafficking in human beings.</li> <li>▪ Establish a coordination mechanism and a national strategy against THB and ensure interdepartmental mobilization and active partnership with community and territorial areas.</li> </ul>
<b>Ministry of the Interior</b>	National police and the national gendarmerie	Security in urban districts.
	Delegation for Victims (DAV), which is composed of members of the police and gendarmerie	<ul style="list-style-type: none"> <li>▪ Promote greater consideration of victims, including THB victims, in the different ministry departments.</li> <li>▪ Codirect working groups on the NAP with Office for Victims Assistance.</li> </ul>
	Family Immigration Office	Establishing the conditions of residence for trafficking victims.
	<p>Five specialized central offices for criminal investigations which may be required to take action in THB cases:</p> <ul style="list-style-type: none"> <li>▪ Central Office for the Suppression of Trafficking in Human Beings (OCRTEH)</li> <li>▪ Central Office for the Suppression of Irregular Migration and the</li> </ul>	Coordinate investigation work throughout the territory in their respective fields of competence.

	<p>Employment of Irregular Migrants (OCRIEST)</p> <ul style="list-style-type: none"> <li>▪ Central Office for Combating Illegal Labour (OCLTI)</li> <li>▪ Central Office for Combating Itinerant Crime<sup>60</sup> (OCLDI)</li> <li>▪ Central Office for Combating Environment- and Public Health-related Offences (OCLAESP)</li> </ul>	
	Operational Co-ordination Unit for Combating the Smuggling and Exploitation of Migrants (UCOLTEM)	Compile and share operational intelligence in the area of action against organized crime encouraging irregular immigration in all its forms.
	<p>Police <i>prefecture</i> (Paris)</p> <p>Composed of specialized brigades : the Brigade for the Protection of Minors (BPM), the Brigade for the suppression of pimping, the Brigade for the suppression of offences against persons</p>	Combat organized or specialized crime or misdemeanours and implement and monitor means of technical and scientific police work and forensic identification, IT tools and operational documentation assisting investigations.
	French Office for Immigration and Integration (OFII)	Help foreigners return to their country of origin.
<b>Ministry of Justice and Specialized Inter-regional Courts</b>	Office for Victims Assistance and Associations Policy	<ul style="list-style-type: none"> <li>▪ Devise initiatives for assisting victims and participate in the preparation of draft laws and decrees on victims' rights.</li> <li>▪ Prepare general instructions relating to assistance to victims for prosecutors and coordinate and assesses their implementation.</li> <li>▪ Support victims' assistance associations through</li> </ul>

<sup>60</sup> The term "itinerant" in this context refers to delinquent and criminal behavior committed by organized and itinerant groups across a given territory, or to itinerant networks.

		grants given to NGOs providing support to THB victims.
	Specialized Inter-regional Courts (JIRS)	Intervene in cases of organized crime and complex financial offences.
<b>Ministry of Foreign Affairs</b>	Roving ambassador, mandate extended to action against THB in 2010	Raise awareness of action against trafficking at the international level, and develop initiatives for the implementation of relevant conventions aimed at prevention.
	The Democratic Governance Mission, and its Centre for the Rule of Law, Freedoms and Reconstruction	Reinforce action against trafficking through the devising and implementation of projects in the countries concerned.
<b>Non-governmental organisations (NGOs)</b>	<p>Various NGOs working to provide assistance for victims and raise awareness among the authorities include:</p> <ul style="list-style-type: none"> <li>▪ ALC (Association Accompagnement lieux d'accueil Carrefour éducatif et social)</li> <li>▪ A number of NGOs grouped together in a collective known as "Ensemble contre la traite des êtres humains" (Together against trafficking in human beings)</li> </ul>	<p>A pluri-annual agreement with the ALC sets objectives for coordinating the national Secure Reception System that takes victims far from the place where they are exploited and places them in accommodation centres.</p> <p>Coordinate the efforts of NGOs.</p>

**APPENDIX 4. Institutional Framework of Norway (GRETA, 2013c)**

Name	Composition	Mission
<p><b>Inter-ministerial Working Group against Human Trafficking - 2003</b></p>	<p>Chaired by the Ministry of Justice and Public Security and includes representatives of the:</p> <ul style="list-style-type: none"> <li>▪ Ministry of Labour</li> <li>▪ Ministry of Foreign Affairs</li> <li>▪ Ministry of Government Administration and Reform and Church Affairs</li> <li>▪ Ministry of Local Government and Regional Development</li> <li>▪ Ministry of Children, Equality and Social Inclusion</li> <li>▪ Ministry of Health and Care Services</li> <li>▪ Ministry of Education and Research</li> <li>▪ Ministry of Defence</li> </ul>	<ul style="list-style-type: none"> <li>▪ Oversee the implementation of the plans of action.</li> <li>▪ Meet at least three times per year, thematic meetings are also organized.</li> <li>▪ Prepare status reports on the implementation of the NAP.</li> </ul>
<p><b>National Coordinating Unit for Victims of Trafficking (KOM) - 2006</b></p>	<p>The national Police Directorate, under the Ministry of Justice and Public Safety</p>	<ul style="list-style-type: none"> <li>▪ Assist the central, regional and municipal authorities and other organizations to identify victims of trafficking and provide them with services through capacity building and improving cross-disciplinary cooperation at a structural level.</li> <li>▪ Improve co-ordination between the authorities and NGOs.</li> <li>▪ Publish an annual report on THB.</li> <li>▪ Chair two groups: the Inter-Agency Working Group and the Operational Working Group.</li> </ul>
<p><b>Directorate of Immigration (UDI)</b></p>	<p>A team specialized in trafficking including agents from different departments. Collaborates with the International Organisation for</p>	<ul style="list-style-type: none"> <li>▪ Coordinate the immigration administration of Norway, identify victims of trafficking and process applications for a reflection period, residence permits and asylum.</li> </ul>

	Migration (IOM) to provide financial and practical support for the voluntary return of victims and reintegration in the country of origin.	
<b>Non-Governmental Organizations (NGOs)</b>	ROSA Project, Church City Mission, Adora Project, Salvation Amry, Save the Children Norway, Red Cross, etc.	<ul style="list-style-type: none"> <li>▪ Provide assistance to victims of trafficking (outreach, health and social services, language courses, vocational training, employment).</li> <li>▪ Many are member of KOM but are not represented in the inter-agency working group.</li> </ul>
<b>Pro Centre</b>	National documentation and outreach centre, which is jointly funded by the Norwegian government and the City of Oslo	Work on trafficking related issue with a focus on sexual exploitation. Lead job programmes aimed at enabling women and men previously engaged in prostitution to enter the labour market.

**APPENDIX 5. Institutional Framework of the Netherlands (GRETA, 2012b)**

Name	Composition	Mission
<b>Ministry of Security and Justice (VenJ)</b>		<ul style="list-style-type: none"> <li>▪ Coordinate policy against HT. Assume responsibility for the laws criminalizing HT, the organization that registers victims, and the development of new public policy initiatives such as the plan to combat loverboy activities.</li> </ul>
<b>Task Force on Human Trafficking</b>	<p>Chaired by the President of the Board of Prosecutors General and includes representatives from the:</p> <ul style="list-style-type: none"> <li>▪ Ministries of Security and Justice, Foreign Affairs, Interior and Kingdom Relations, Health, Welfare and Sport, Social Affairs and Employment</li> <li>▪ National Police</li> <li>▪ Royal Netherlands Marechaussee</li> <li>▪ Immigration and Naturalisation Service</li> <li>▪ Mayors of Amsterdam, the Hague, Utrecht and Alkmaar and the Deputy Mayor of Rotterdam</li> <li>▪ President of the District Court of Breda</li> <li>▪ National Public Prosecutor on Human Trafficking</li> <li>▪ A prosecutor general</li> <li>▪ National Rapporteur</li> <li>▪ NGO CoMensha</li> <li>▪ Chamber of Commerce</li> </ul>	<ul style="list-style-type: none"> <li>▪ Identify problems and implement measures against HT and share best practices in the fight against HT.</li> <li>▪ Coordinate a platform for stakeholders involved in the fight against HT to consult.</li> </ul>
<b>Ministry of Foreign Affairs (MFA)</b>	<ul style="list-style-type: none"> <li>▪ Security Policy Department</li> <li>▪ Consular Affairs and Migration Policy Department</li> </ul>	<p>Manage foreign policy and facilitate international contacts through its network and</p>

		permanent representations.
<b>Inspectorate under the Ministry of Social Affairs and Employment (SWZ)</b>		<ul style="list-style-type: none"> <li>▪ Manage labour exploitation and social fraud inspections.</li> <li>▪ Advise the government on victim identification techniques, cross-border collaboration practices and on European approaches to fight HT.</li> </ul>
<b>Royal Netherlands Marechaussee (KMar)</b>	Three teams specialized in the fight against organized crime dealing with migration.	<ul style="list-style-type: none"> <li>▪ Ensure military functions and serve as the border police at airports, ports and along the coast.</li> <li>▪ Investigate all forms of cross-border crime, including narcotics, migration and trafficking.</li> <li>▪ Ensure general surveillance missions in airports.</li> </ul>
<b>Immigration and Naturalisation Service (IND)</b>		Ensure implementation of “Residence Regulation for Trafficking in Human Beings” which applies to trafficking victims of foreign nationality, particularly with regards to the reflection period and residence permit.
<b>National Rapporteur on Trafficking in Human Beings (NRM)</b>	The National Rapporteur is assisted by an office consisting of a staff of 13, including a Head of Office, five researchers on THB and five on sexual violence against children	<ul style="list-style-type: none"> <li>▪ Analyze the state of affairs of HT at the national level and make recommendations.</li> <li>▪ Submit annual reports to the government, more specifically the Minister of Security and Justice because of its coordinating role.</li> </ul>
<b>CoMensha (Also known under the name Strada)</b>		<ul style="list-style-type: none"> <li>▪ Share information and knowledge obtained on the HT.</li> <li>▪ Register all persons identified (suspected) of having undergone HT.</li> </ul>

<b>Public Prosecution Services (PPS)</b>		Head criminal investigations.
<b>National police</b>	Expertise Centre on Human Trafficking and People Smuggling	Each regional unit (10) includes an HT specialist.
<b>Expertise Centre on Human Trafficking and People Smuggling (EMM)</b>		<ul style="list-style-type: none"> <li>▪ Centralize information that can be used to launch an investigation.</li> <li>▪ Contribute to awareness raising and training of professionals.</li> </ul>
<b>Municipalities</b>	Several municipalities have appointed anti-trafficking coordinators, some municipalities also have an advisor responsible for policy and regulations relating to prostitution and the fight against sexual exploitation	Issue licenses and permits to hotels, restaurants, bars, brothels and construction sites, etc.



## APPENDIX 6. Institutional Framework of Australia<sup>61</sup>

Name	Composition	Mission
Interdepartmental Committee on Human Trafficking and Slavery, IDC	<ul style="list-style-type: none"> <li>▪ Attorney-General's Department</li> <li>▪ Australian Crime Commission</li> <li>▪ Australian Federal Police</li> <li>▪ Australian Institute of Criminology</li> <li>▪ Commonwealth Director of Public Prosecutions</li> <li>▪ Department of Employment</li> <li>▪ Department of Foreign Affairs and Trade (which includes the former Australian Agency for International Development)</li> <li>▪ Department of Immigration and Border Protection</li> <li>▪ Department of Social Services</li> <li>▪ Department of the Prime Minister and Cabinet</li> <li>▪ Fair Work Ombudsman</li> <li>▪ Fair Work Building and Construction</li> </ul>	Coordinate the implementation of the counter trafficking strategy.
<b>Attorney-General's Department</b>	<ul style="list-style-type: none"> <li>▪ AusAID</li> <li>▪ Fair Work Building and Construction</li> <li>▪ Australian Crime Commission</li> <li>▪ Australian Federal Police</li> <li>▪ Australian Institute of Criminology</li> <li>▪ Commonwealth Director of Public Prosecutions</li> <li>▪ Department of Education, Employment and Workplace</li> </ul>	Monitor the implementation of the strategy, report to the government on the effectiveness of the strategy and ensure that emerging issues are addressed.

<sup>61</sup> For more information: [http://www.afp.gov.au/policing/~/\\_media/afp/pdf/a/Anti-HumanTraffickingCommunityResource.ashx](http://www.afp.gov.au/policing/~/_media/afp/pdf/a/Anti-HumanTraffickingCommunityResource.ashx)

	<ul style="list-style-type: none"> <li>Relations <ul style="list-style-type: none"> <li>▪ Department of Foreign Affairs and Trade Department of Immigration and Border Protection</li> <li>▪ Prime Ministers Cabinet</li> <li>▪ Fair Work Ombudsman</li> <li>▪ Office for Women in the Department of Families, Housing, Community Services and Indigenous Affairs</li> </ul> </li> </ul>	
<b>Australian Federal Police, AFP</b>	<p>Human Trafficking Teams (HTTs) national and international operations and policy development is managed from AFP Headquarters in Canberra. There are specialist HTTs in Sydney, Melbourne and Brisbane.</p> <p>Operational Partnerships:</p> <ul style="list-style-type: none"> <li>▪ Australian Crime Commission</li> <li>▪ Attorney-General's Department</li> <li>▪ Commonwealth Director of Public Prosecutions</li> <li>▪ Australian Taxation Office</li> <li>▪ Department of Immigration and Border Protection</li> <li>▪ State and territory Police</li> <li>▪ Office for Women in the Department of Families, Housing, Community Services and Indigenous Affairs</li> <li>▪ Red Cross Australia</li> <li>▪ NGOs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Support government efforts in the prevention of trafficking, prosecution of traffickers and the protection and support to victims.</li> <li>▪ Investigate trafficking for the purpose of sexual exploitation, labor, slavery and organ harvesting.</li> </ul>
<b>Commonwealth Director of Public Prosecutions, CDPP</b>	<ul style="list-style-type: none"> <li>▪ Attorney-General's Department</li> <li>▪ Australian Federal Police</li> <li>▪ Department of Immigration and Border Protection</li> <li>▪ Office for Women in the Department of Families,</li> </ul>	Advise the IDC and bring prosecutions based on the evidence gathered by data collection agencies.

	<p>Housing, Community Services and Indigenous Affairs</p> <ul style="list-style-type: none"> <li>▪ Red Cross Australia</li> <li>▪ Scarlet Alliance</li> <li>▪ Project respect</li> </ul>	
<b>Department of Immigration and Border Protection, DIBP</b>	<ul style="list-style-type: none"> <li>▪ Attorney-General's Department</li> <li>▪ Australian Federal Police</li> <li>▪ Commonwealth Director of Public Prosecutions</li> <li>▪ State and territory Police</li> </ul>	<p>Train border agents through training sessions and briefings on trafficking specific to each country. The DIBP also has senior immigration officers abroad, including in Bangkok, Manila and Guangzhou, which are responsible for combating HT at its source, in collaboration with the AFP.</p>
<b>Project Respect</b>	<p>Partnerships :</p> <ul style="list-style-type: none"> <li>▪ Attorney-General's Department</li> <li>▪ Department of Immigration and Border Protection</li> <li>▪ Australian Federal Police</li> <li>▪ Red Cross Australia</li> <li>▪ Australian Catholic Religious Against Trafficking in Humans</li> <li>▪ Stop the Traffik</li> <li>▪ Department of Justice (Victoria)</li> <li>▪ Department of local planning and development (Victoria)</li> <li>▪ City of Yarra (Victoria)</li> <li>▪ City of Monash (Victoria)</li> <li>▪ Victorian Multicultural Commission</li> <li>▪ Anti-Slavery Project</li> </ul>	<p>Work with women who worked in the sex industry and educate the community on the issues of prostitution and trafficking industries.</p>

<b>Anti-Slavery Project</b>	<ul style="list-style-type: none"> <li>▪ Attorney-General's Department</li> <li>▪ Australian Federal Police</li> <li>▪ Department of Immigration and Border Protection</li> <li>▪ Office for Women in the Department of Families, Housing, Community Services and Indigenous Affairs</li> <li>▪ Australian Catholic Religious Against Trafficking in Humans</li> <li>▪ Asian Women at Work</li> <li>▪ Red Cross Australia's Support for Trafficked People program</li> <li>▪ Migrant</li> <li>▪ Mission Australia</li> <li>▪ Project Respect</li> <li>▪ Scarlet Alliance</li> </ul>	<ul style="list-style-type: none"> <li>▪ Increase awareness of HT in all its forms, through film, free television and Foxtel.</li> <li>▪ Conduct research on forced marriage and financial compensation for victims of HT.</li> </ul>

## APPENDIX 7. Institutional Framework of the United Kingdom (GRETA, 2012a)

Name	Composition	Mission
<b>Inter-Departmental Ministerial Group (IMDG) - 2005</b>	Chaired by the Minister for Immigration and brings together 16 representatives of various Government departments and agencies: <ul style="list-style-type: none"> <li>▪ Attorney General's Office</li> <li>▪ Ministry of Justice</li> <li>▪ Department for Education</li> <li>▪ Department of Health</li> <li>▪ Department for Communities and Local Government</li> <li>▪ Her Majesty's Revenue and Customs</li> <li>▪ Foreign and Commonwealth Office</li> <li>▪ Department for International Development</li> <li>▪ Scotland Office</li> <li>▪ Wales Office</li> <li>▪ Government Equalities Office</li> <li>▪ Department for Work and Pensions,</li> <li>▪ Scottish Executive</li> <li>▪ Northern Ireland Executive</li> <li>▪ Welsh Assembly Government</li> </ul>	Coordinate policy and anti-trafficking activity across the UK Government, oversee compliance with international agreements and monitor trends in THB. Meet in principle every six months.
<b>Home Office</b>	<ul style="list-style-type: none"> <li>▪ UK Border Agency (UKBA)</li> <li>▪ Strategic Centre for Organised Crime</li> </ul>	<ul style="list-style-type: none"> <li>▪ Assume overall responsibility for UK's anti-trafficking policy and strategy</li> </ul>
<b>National Referral Mechanism (NRM) Oversight Group</b>	Chaired by the Home Office and includes representatives of the: <ul style="list-style-type: none"> <li>▪ Ministry of Justice</li> <li>▪ UKBA</li> </ul>	<ul style="list-style-type: none"> <li>▪ Review the UK's compliance with the Council of Europe Convention, at both strategic and practical level, and in particular the functioning of the NRM.</li> <li>▪ Meet on a bi-monthly basis, subject to review, providing a</li> </ul>

	<ul style="list-style-type: none"> <li>▪ UKHTC</li> <li>▪ Crown Prosecution Service</li> <li>▪ Devolved Administrations</li> <li>▪ London Safeguarding Children Board</li> <li>▪ Association of Directors of Child Services</li> <li>▪ The Salvation Army, TARA and Migrant Help</li> <li>▪ Barnardo's and the Child Trafficking Information and Advice Line</li> <li>▪ Association of Chief Police Officers (ACPO)</li> <li>▪ Association of Police Officers in Scotland (ACPOS)</li> </ul>	forum to share experiences and ideas to improve the identification and protection of victims of trafficking and to act as an early warning system to identify issues and risks.
<b>Police</b>	Specialist operational anti-trafficking unit is within the London Metropolitan Police (Metropolitan Police Human Exploitation and Organised Crime Command, SCD9)	Deal with organized crime and off-street prostitution and conduct bilateral investigations.
<b>Association of Chief Police Officers (ACPO)</b>		<ul style="list-style-type: none"> <li>▪ Bring together the expertise and experience of chief police officers from England, Wales and Northern Ireland and liaises with its equivalent in Scotland.</li> <li>▪ Responsible for «Operation Pentameter» and «Project Acumen».</li> </ul>
<b>Gangmasters Licensing Authority, GLA- 2005</b>		<ul style="list-style-type: none"> <li>▪ Regulate the supply of workers to the agricultural, forestry, horticultural, shellfish gathering, food processing and packaging industries.</li> <li>▪ Safeguard the welfare and interests of workers in those industries while ensuring that labour providers operate within the law. GLA is thus responsible for preventing the exploitation of workers, particularly by debt bondage and forced labour.</li> </ul>

<b>Ministry of Justice</b>		<ul style="list-style-type: none"> <li>▪ Responsible for setting up victim care provisions and administering the contract with the primary provider of services to victims in England and Wales.</li> <li>▪ Run a Contract Management Victim Care Group, which meets holds quarterly meetings and monitors the delivery of the victim care contract, as well as a Providers' Roundtable Group, which brings together support providers contracted by the primary provider (The Salvation Army) to discuss operational challenges and plans, and to share experiences and best practices.</li> </ul>
<b>NGOs</b>	<p>Nine NGOs set up the Anti-Trafficking Monitoring Group in order to review the implementation of the EC Convention, examine the impact of anti-trafficking measures on the human rights of trafficked persons and identify examples of good practice in the UK.</p>	<p>Raise awareness, conduct research, assist victims of trafficking and contribute to policy developments. Certain NGOs are formally recognized as First Responders under the NRM and participate in the process of identification of victims of trafficking.</p>
<b>Scotland</b>	<p>is The Victims and Witnesses Unit of the Scottish Government's Justice Directorate is responsible for the fight against THB. A Stakeholder Group on Human Trafficking was set up as a forum for sharing intelligence and good practices</p>	<p>Develop an action plan covering awareness training, communications strategy, intelligence co-ordination and development, enforcement and victim care.</p>
<b>Northern Ireland</b>	<p>The Department of Justice Northern Ireland provides leadership on anti-trafficking policy in Northern Ireland</p> <ul style="list-style-type: none"> <li>▪ Organised Crime Task Force (OCTF)</li> </ul>	<p>Mission of the Task Force :</p> <ul style="list-style-type: none"> <li>▪ Bring together governmental departments, the police, customs and other law enforcement agencies, as well as the Policing Board and local business community to set priorities for tackling organised crime, including THB.</li> <li>▪ Publish annual assessments of the threat from organized</li> </ul>

		crime in Northern Ireland, including THB.
<b>Wales</b>	All Wales Trafficking Director	Raise awareness, coordinate evidence on the scale of THB in Wales, work with the Local Safeguarding Children Boards to deter child trafficking and ensure effective coordination of child protection arrangements, and scoping THB-related risks in the ports of entry into Wales.



**APPENDIX 8. Institutional Framework of Sweden (GRETA, 2013d)**

Name	Composition	Mission
<p><b>National Rapporteur on Trafficking in Human Beings</b> - 1997</p>	<p>Located within the National Police Board, the rapporteur has access to primary sources of information on trafficking</p>	<ul style="list-style-type: none"> <li>▪ Collect information on the extent of THB in Sweden and abroad.</li> <li>▪ Monitor progress in the fight against THB.</li> <li>▪ Analyze investigations, prosecutions and sentences of buyers, sellers, traffickers and organized crime networks.</li> <li>▪ Monitor, evaluate and disseminate information about emerging issues, such as new forms and methods of THB to and within Sweden.</li> <li>▪ Organize seminars and training in Sweden and abroad.</li> <li>▪ Developing anti-trafficking networks.</li> <li>▪ Establish and maintain relations with the media and the public.</li> <li>▪ Draft an annual report.</li> </ul>
<p><b>County administrative board of Stockholm</b></p>		<ul style="list-style-type: none"> <li>▪ Coordinate cooperation among the key state actors.</li> <li>▪ Combat trafficking for the purpose of removal of organs, involvement in armed conflicts, forced labour and other illegal activities causing persons distress, as well as strengthening co-operation with NGOs</li> <li>▪ Improve national cooperation against THB</li> </ul>

		<p>for sexual exploitation and prostitution through coordinating its activities with administrative boards of 20 Swedish counties.</p> <ul style="list-style-type: none"> <li>▪ Develop rehabilitation programmes for victims of THB for sexual purposes and prostitution and co-ordinate the project entitled "Assisted Voluntary Return and Reintegration for Victims of Trafficking and Foreign Persons in Prostitution".</li> </ul>
<b>National Co-ordinator against Prostitution and Trafficking – 2009</b>	Assisted by a Secretariat consisting of three full-time staff members within the structure of the County Administrative Board of Stockholm	Coordinate the implementation of the Action Plan and the activities of public bodies throughout Sweden as regards combating prostitution and THB for sexual exploitation.
<b>National Task Force against Prostitution and Trafficking– 2009</b>	<ul style="list-style-type: none"> <li>▪ National Police Board</li> <li>▪ National Bureau of Investigation</li> <li>▪ Specialised Police Units in Stockholm, Gothenburg and Malmo</li> <li>▪ Prosecutor’s Office</li> <li>▪ Prosecution Development Centre in Gothenburg</li> <li>▪ Swedish Migration Board in Stockholm and Gothenburg</li> <li>▪ Specialised Social Services in Stockholm, Gothenburg and Malmo</li> </ul>	<ul style="list-style-type: none"> <li>▪ Coordinate the anti-trafficking response in Sweden.</li> <li>▪ Offer strategic and operational resource for communication and knowledge-sharing between public authorities involved in preventing and combating THB for the purpose of sexual exploitation in Sweden.</li> </ul>
<b>Police</b>	The National Bureau of Investigations has a dedicated group of police officers working on THB and the cities of Stockholm, Gothenburg and Malmö have	

	specialized units dedicated to combating prostitution and THB for sexual exploitation	
<b>Prosecution Authority</b>		Responsible for legal development and monitoring of criminal cases for THB and crimes involving the sale or purchase of sexual services.
<b>Swedish Migration Board</b>	At least one anti-trafficking contact person at each of the Migration Board's 75 units throughout Sweden	Screen applications for residence and work permits and the detection of potential victims of trafficking, whom it refers to the police. Inform social services about potential trafficking victims.
<b>NGOs</b>	ECPAT, Save the Children, Caritas, etc.	Provide accommodation and assistance to victims of THB, advocate for better access for victims to their rights, protect children against THB and provide assistance to persons in vulnerable situations.

**APPENDIX 9. Institutional Framework of the United States (US Department of State, s.d.)**

Name	Composition	Mission
<b>President’s Interagency Task Force to Monitor and Combat Trafficking, PITF-2000</b>	<ul style="list-style-type: none"> <li>▪ Department of State</li> <li>▪ Department of Defense</li> <li>▪ Department of Justice</li> <li>▪ Department of Agriculture</li> <li>▪ Department of Labor</li> <li>▪ Department of Health and Human Services</li> <li>▪ Department of Education</li> <li>▪ Department of Homeland Security</li> <li>▪ Agency for International Development</li> <li>▪ U.S. Equal Employment Opportunity Commission</li> </ul>	<ul style="list-style-type: none"> <li>▪ Coordinate the federal government’s efforts in their actions against human trafficking</li> </ul>
<b>Department of State, DOS</b>	<ul style="list-style-type: none"> <li>▪ Office to Monitor and Combat Trafficking in Persons</li> <li>▪ Bureau of Population, Refugees and Migration, PRM</li> <li>▪ Bureau of Democracy, Human Rights, and Labor</li> <li>▪ Bureau of Diplomatic Security</li> <li>▪ Office of Global Women’s Issues</li> </ul>	<ul style="list-style-type: none"> <li>▪ Represent the United States in the fight against human trafficking on the global stage, through its bilateral and multilateral relations.</li> <li>▪ Develop international strategies to combat smuggling and THB, by means of technical support, public awareness and specific projects.</li> </ul>
<b>Office to Monitor and Combat Trafficking in Persons</b>		<ul style="list-style-type: none"> <li>▪ Produce an annual report on human trafficking in the world, which assesses the strengths and weaknesses of efforts implemented in other countries.</li> <li>▪ Promote the implementation of reforms fighting against THB.</li> </ul>
<b>Bureau of Population, Refugees and</b>		<ul style="list-style-type: none"> <li>▪ Fund international programmes against the</li> </ul>

<b>Migration, PRM</b>		HT, as well as the Return, Reintegration, and Family Reunification Program for Victims of Trafficking.
<b>Bureau of Democracy, Human Rights, and Labor, DRL</b>		<ul style="list-style-type: none"> <li>▪ Promote workers' rights and address violations of labour law, including HT.</li> </ul>
<b>Bureau of Diplomatic Security</b>		<ul style="list-style-type: none"> <li>▪ Investigate crimes of human trafficking in collaboration with many entities of law enforcement.</li> </ul>
<b>Office of Global Women's Issues, S/GWI</b>		<ul style="list-style-type: none"> <li>▪ Work for political, economic and social empowerment of women.</li> <li>▪ Work on intervention and prevention of violence against women and girls, contributing to efforts to prevent trafficking in persons.</li> </ul>
<b>Department of Defense, DoD</b>		<ul style="list-style-type: none"> <li>▪ Disseminate awareness campaigns among entrepreneurs, government employees and military personnel on common signs of HT.</li> <li>▪ Organize conferences and workshops to raise awareness among its staff and study innovative measures to fight against HT.</li> <li>▪ Manage a team abroad to : <ul style="list-style-type: none"> <li>- improve or strengthen existing policies and procedures for the fight against HT</li> <li>- develop procedures to eliminate misleading hiring and exorbitant fees charged to third countries on defense</li> </ul> </li> </ul>

		<p>contracts</p> <ul style="list-style-type: none"> <li>- develop a comprehensive management plan to address gaps in the data providing an accurate count of domestic violence incidents and disciplinary measures</li> </ul>
<b>Department of Justice, DOJ</b>	<ul style="list-style-type: none"> <li>▪ Civil Rights Division’s Criminal Section</li> <li>▪ Child Exploitation and Obscenity Section</li> <li>▪ Federal Bureau of Investigation</li> <li>▪ Bureau of Justice Assistance</li> <li>▪ Office for Victims of Crime</li> </ul>	<ul style="list-style-type: none"> <li>▪ Deal with criminal proceedings and participate in investigations related to HT.</li> </ul>
<b>Civil Rights Division’s Criminal Section</b>		<ul style="list-style-type: none"> <li>▪ Prosecute traffickers in partnership with U.S. Attorneys’ Offices nationwide.</li> </ul>
<b>Child Exploitation and Obscenity Section</b>		<ul style="list-style-type: none"> <li>▪ Prosecute cases of trafficking of children for sexual exploitation and sex tourism.</li> </ul>
<b>Federal Bureau of Investigation, FBI</b>		<ul style="list-style-type: none"> <li>▪ Conduct international and national investigations on HT.</li> <li>▪ Provide law enforcement, in collaboration with DHS, an advanced two-week training session on HT in 20 Central American countries.</li> </ul>
<b>Bureau of Justice Assistance</b>		<ul style="list-style-type: none"> <li>▪ Fund 38 working groups</li> </ul>
<b>Office of Victims of Crime</b>		<ul style="list-style-type: none"> <li>▪ Fund NGOs that provide services to national and foreign victims.</li> </ul>

<b>Department of Agriculture, USDA</b>		<ul style="list-style-type: none"> <li>▪ Establishment of an advisory group for the elimination of the use of child labour and forced labour in imported agricultural products (Consultative Group to Eliminate the Use of Child Labor and Forced Labor in Imported Agricultural Products). It includes representatives in government, private sector and NGOs. It is responsible for developing and making recommendations to the Minister of Agriculture concerning the guidelines to reduce the likelihood of agricultural products imported into the United States being manufactured with the use of child or forced labour.</li> </ul>
<b>Department of Labor, DOL</b>	<ul style="list-style-type: none"> <li>▪ Wage and Hour Division</li> <li>▪ Office of the Inspector General</li> <li>▪ Bureau of International Labor Affairs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Coordinate the various activities carried out by its sub-divisions.</li> </ul>
<b>Wage and Hour Division, WHD</b>		<ul style="list-style-type: none"> <li>▪ Ensure the application of the law in the workplace.</li> <li>▪ Carry out field investigations to detect exploitation.</li> </ul>
<b>Office of the Inspector General, OIG</b>		<ul style="list-style-type: none"> <li>▪ Investigate fraud and abuse.</li> <li>▪ Identify non-traditional threats that may develop organized crime.</li> </ul>
<b>Bureau of International Labor Affairs, ILAB</b>		<ul style="list-style-type: none"> <li>▪ Grant subsidies to implement technical assistance programmes against the worst forms of child labor worldwide.</li> <li>▪ Publish three reports on child labor and / or</li> </ul>

		forced labor in countries around the world.
<b>Department of Health and Human Services, HHS</b>		<ul style="list-style-type: none"> <li>▪ Fund advocacy organizations and local services for victims including help programmes for youth at risk such as Runaway and Homeless Youth.</li> <li>▪ Finance the national resource centre for human trafficking which offers a 24-hour phone line.</li> </ul>
<b>Department of Education, ED</b>		Establish the Office of Safe and Drug-Free Schools, which works on the prevention of TP among schoolchildren through awareness campaigns and educational materials.
<b>Department of Homeland Security, DHS</b>		<ul style="list-style-type: none"> <li>▪ Investigate according to the victim-centered approach</li> <li>▪ Run a support system for access to visas for victims of human trafficking.</li> <li>▪</li> </ul>
<b>Agency for International Development, USAID</b>		<ul style="list-style-type: none"> <li>▪ Finance international programmes for the fight against HT, protection and victim support.</li> <li>▪ Support prosecution, the training of police and criminal justice in other countries.</li> <li>▪ Strengthen initiatives supporting the fight against TIP, economic development, child protection, women's empowerment, good governance, education, health and human rights.</li> <li>▪ Support assessments of each country regarding the scope and nature of</li> </ul>



		trafficking and the efforts of government, civil society and international organizations to combat it.
<b>U.S. Equal Employment Opportunity Commission, EEOC or Commission</b>		<ul style="list-style-type: none"> <li>▪ Ensure civil remedies when the principles of equal opportunities are not respected.</li> </ul>

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