

HUMAN TRAFFICKING



Council of the Baltic Sea States (CBSS) Secretariat
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This report was produced with funding from the Task Force against Trafficking in Human Beings (TF-THB).

Acknowledgements |

This report was developed by the dedicated efforts of numerous public officials and representatives of non-governmental organisations consulted in the Baltic Sea Region and beyond.

The CBSS TF-THB Secretariat would like to express special thank you to the members of the CBSS Task Force against Trafficking in Human Beings. The report would not have been possible without their committed work.

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This publication has not been formally edited.

Foreword	1
I. About the Task Force against Trafficking in Human beings (TF – THB)	3
II. Articles on the aspects of human trafficking in the Baltic Sea Region	9
III. Country Profiles	46
■ Denmark	47
■ Estonia	55
■ Finland	63
■ Germany	73
■ Iceland	81
■ Latvia	87
■ Lithuania	95
■ Norway	105
■ Poland	113
■ The Russian Federation	121
■ Sweden	131
IV. Summary	140
V. Bibliography	148
Acronyms and Abbreviations	155

Amid the 2019-2020 Danish CBSS Presidency and the reform process guided by the Roadmap of the CBSS reforms, the Task Force against Trafficking in Human Beings (TF-THB) marks its 14th year of working to combat human trafficking in the Baltic Sea region. During these years, there have been many developments, both in the work of the TF-THB and in the trafficking landscape of the region and regrettably the work of the TF-THB undeniably appears as relevant as ever. When the first Round-Up report was published in 2013, the intention was to give an overview of human trafficking and anti-trafficking efforts in the macro-regional context of the CBSS Member States. The second report was published in 2016 and attempted to analyze current and future trends in human trafficking. We now launch the third publication of this kind and in addition to giving a continued overview, we can note that these round-up reports track and give evidence of how the trafficking landscape in our region changes over time. We are constantly facing new challenges in the trafficking field and looking back at the past nine years, these changes and developments are well reflected in these reports.

In the previous reporting period, the trafficking situation in the Baltic Sea region has largely been shaped by the migration situation in Europe due to armed conflicts and, though this is still true in 2020, these developments can be viewed in a different light now that we are also starting to see the connections between climate change and human trafficking more clearly. The nexus between climate change, poverty and human trafficking is one that we need to start acknowledging and that will likely become more evident in the years to come, especially in regard to the impact on women and girls. Even if climate change is not the exclusive cause of migration and human trafficking, it worsens existing conditions on the ground, be they economic, political, social or religious tensions, and it hits especially hard on populations and communities that are already vulnerable. The conditions of societal instability and poverty created by the effects of climate change and limited resources are inherently conducive to human trafficking and will undeniably have implications for the human trafficking landscape as we know it.

As these new challenges emerge, we keep facing difficulties for which we do not yet have the appropriate tools and strategies and despite the efforts that have been made to counter human trafficking in the region in the past years, the numbers of identified victims are not diminishing. Against this background, it is quite clear that countries need to have an honest conversation with themselves and reevaluate their actions. It is not enough for countries to only rely on past efforts, tools and achievements in the combat of this crime. It clearly is not enough. In this regard, some wisdom can be drawn from a scene in Lewis Carroll's *Through the Looking Glass, and What Alice Found There* (1871), where Alice meets her future antagonist the Red Queen:

Alice looked round her in great surprise. 'Why, I do believe we've been under this tree the whole time! Everything's just as it was!'
The Red Queen answered: 'Now, here, you see, it takes all the running you can do,

to keep in the same place.'

Even to maintain the progress that has already been made in the combat against trafficking in human beings, countries will constantly need to step up their efforts and keep up to date on new developments. This is one of the tasks where the TF-THB has an important role to play. In the words of the Red Queen:

'If you want to get somewhere else, you must run at least twice as fast as that.'

In the coming three years, Member States must heed the "Red Queen effect", fending off complacency and tackling a lack of resilience and responsiveness to change are crucial to strengthen efforts to tackle the persistent and emerging challenges across the Baltic Sea region. In this process the TF-THB will strive to help the Member States to reinforce their efforts and to ultimately not only run twice as fast but twice as smart. Future anti-trafficking work will need to be dynamic, proactive and determined and it will need to be based on international cooperation and mutual trust.

Sincerely yours,

Vineta Polatside
Senior Adviser and Head of TF-THB Unit

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

The Council of the Baltic Sea States (CBSS) is an overall political forum for regional inter-governmental cooperation. The Members of the CBSS are the eleven States of the Baltic Sea Region: Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland, Russia, Sweden, as well as the European Union. The CBSS Task Force against Trafficking in Human Beings (TF-THB) is a dedicated expert group that works towards building a region where society is aware of trafficking risk factors, perpetrators are vigorously pursued and prosecuted, and victims are adequately assisted. Our goal is to strengthen and improve current anti-trafficking policies, preventive and protective work and to make everyone feel safe, secure and at home in every corner of our region.

EXPERTS AND STRUCTURE OF THE TF-THB

The TF-THB is composed of government representatives from the CBSS Member States. It holds regular sessions and is served by the TF-THB Unit at the CBSS Secretariat in Stockholm. The chair of the TF-THB rotates among the Member States on an annual basis following the CBSS Presidency (from 1 July to 30 June). The current Chair is Denmark.

The CBSS also has eleven Observer States which take part in some of the activities: Belarus, France, Hungary, Italy, Romania, the Netherlands, Slovakia, Spain, the United Kingdom, Ukraine, and the United States of America.

THEMATIC FOCUS OF THE TF-THB

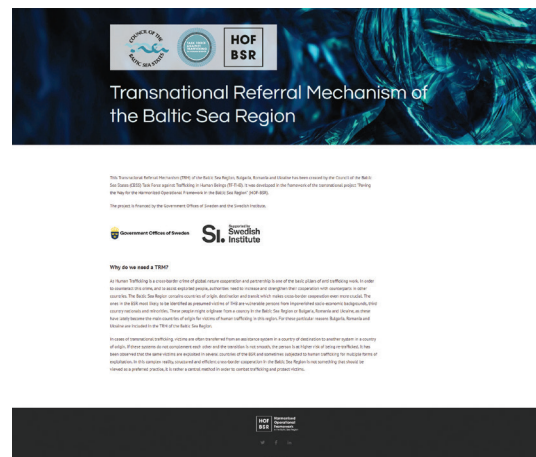
DEVELOPING TRANSNATIONAL COOPERATION

We provide a bridge between the local, regional and national levels in our Member States. We do this by strengthening practical inter-governmental cooperation, as well as cooperation at the grassroot level. This helps to build the capacity of frontline officials to identify and refer victims to support and to establish contacts with the main countries of origin for victims of human trafficking.

In 2019, the TF-THB launched a Transnational Referral Mechanism (TRM) for the Baltic Sea Region, and in addition, Bulgaria, Romania and Ukraine. The TRM was developed in the framework of the transnational project "Paving the Way for the Harmonized Operational Framework in the Baltic Sea Region" (HOF-BSR). The project was funded by the Swedish Government Offices and the Swedish Institute.

This cross-border operational tool is intended to guide actors in order to guarantee support and protection to presumed and formally identified victims of human trafficking. The procedures are to be regarded as a help for professionals and are intended to increase cooperation between governmental and non-

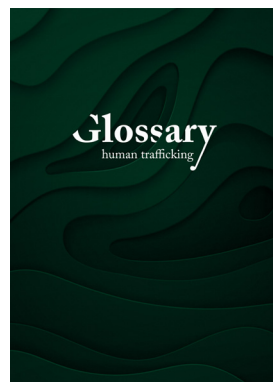
governmental actors working against human trafficking. The TRM is available at www.bsr-trm.com



ACTING AS AN INFORMATION CENTER

We are the database for anti-trafficking efforts, new developments, and trends in human trafficking in the Baltic Sea Region. We provide training, informative materials and interactive tools to raise awareness and to maximise the effectiveness of support to victims.

Speaking the same language about human trafficking is an important aspect that is strongly linked to successful cooperation at all levels. There are various terms used to describe the same or similar phenomenon, some of them are controversial or even contradictory and some terms do not have a legal definition which means that a term might be interpreted in different ways. To make sure that we are speaking about human trafficking in terms that everybody understands, speaking in grounded terminology which does not cause prejudice or do harm to the victims, the TF-THB compiled a comprehensive Human Trafficking Glossary. The Glossary gives explanations of what each term means, undertones it might have and in what context the term is currently used or can be used. The TF-THB hopes that this document will help to navigate through the complexities of human trafficking and related phenomena.



The glossary includes general human trafficking terms, defines terms related to those involved in the different roles of human trafficking, various forms of human trafficking and clarifies the functioning of National Mechanisms in the fight against human trafficking and assistance to victims. The glossary also gives definitions for related phenomena and factors that influence human trafficking such as prostitution, migration and other factors. Considerations for children concerning trafficking and exploitation are included as well.

Prevention of and combating human trafficking is closely linked to the visibility of the human trafficking crime. What we do not know, we do not see. If the crime is invisible it will therefore not be a topic of utmost concern for policy makers, practitioners, nor for society in general.

Even if human trafficking is a worldwide crime that takes place transnationally and locally, most of us, however, never personally witness or experience human trafficking. Instead, we form our understanding of what human trafficking is through presentations made by others. The story tellers decide what they convey to the listener, what they choose to emphasize and what they decide to leave out.

Today, the story teller with the widest audience and loudest voice are the various media outlets. However, the controllers of our news cycles, as any story tellers, filter and perhaps alter reality before presenting it to the public.

To provide the media with knowledge and tools needed to report on human trafficking cases, workshops for journalists and news editors, were organised in Estonia, Latvia, Lithuania, Russia and Sweden and also studies on media framing of human trafficking were conducted in Denmark, Estonia, Finland, Germany, Lithuania, Russia and Sweden.

Findings from the workshops and these studies were incorporated in the Guidelines “Media and Trafficking in Human beings”¹. We hope that the advice and suggestions set out in these guidelines will help journalists to think twice about how they report on trafficking; to consider the legal and human rights issues involved; the treatment of the victims, their privacy and welfare; and how to tell the story with humanity and style while helping audiences to understand better what must be done.



IMPROVING IDENTIFICATION AND REDUCING RISKS

Cities and regions are at the frontline when it comes to recognising the warning signs of human trafficking, victims or persons at risk. We are strengthening the role of local actors, such as municipalities, in the fight against human trafficking by providing the necessary guidelines, tools, and training.

Human trafficking is of course relevant for both big cities and small towns, however cases of human trafficking are detected less frequently in small towns and this is not because there are no victims. Quite the opposite, often people in small towns and rural areas are more vulnerable to become victims of human trafficking, not just due to higher unemployment or their poor economic situation, but also because traffickers have realized that it is easier to recruit victims and exploit them in smaller towns rather than in big cities. The chance of being caught by the police is smaller compared to larger city areas with specialized social services and police units. Therefore, it is crucial to train local actors to identify victims of human trafficking and detect situations of exploitation.

As there is significant potential for improving the municipalities' role in preventing

individuals becoming victims, as well as in activities related to assisting victims of trafficking, the TF-THB in 2014 – 2017 implemented a project **STROM – Strengthening the role of municipalities in the work against human trafficking**. The project was financed by the Nordic Council of Ministers and the Swedish Institute.

In the framework of the project **Guidelines for municipalities “Stepping up local action against Human Trafficking”** were developed and they focus on the main critical issues identified by local actors: how to map the local trafficking situation, where to look and how to look, how to identify victims, to provide assistance and how to strengthen measures to prevent human trafficking.



The guidelines are available in 10 national languages and are used not only in the Baltic Sea Region, but they have also been adapted to the countries of the Danube region.

These guidelines were piloted in 8 municipalities in Estonia, Latvia, Lithuania and North-West Russia. Local cooperation mechanisms and local working groups or task forces were developed in the participating municipalities that are also relevant for the further dissemination among other municipalities. Consultations are ongoing with municipalities in the region to adapt developed local cooperation mechanisms.

Extensive training for local actors and diverse prevention activities targeting society in general alongside the most vulnerable groups were organised – this component proved to be the most crucial and the most needed as in recent years there have been few, if any, awareness raising campaigns at the local level in the partner countries.

LOOKING BEYOND THE REALM OF IDENTIFICATION AND EMERGENCY ASSISTANCE

Little attention has been paid to the long-term prospects of trafficked persons who stay in their destination country. Victims face life after exploitation by and large on their own. They struggle to gain stability while coping with memories of past abuse and present-day debts. We strive to ensure development of proactive and sustainable integration strategies and programmes for trafficked migrants.

The TF-THB teamed up with the International Center for Migration Policy Development (ICMPD) for the implementation of the transnational project **“Trafficking along Migration Routes (TRAM): Identification and Integration of Victims of Trafficking among Vulnerable Groups and Unaccompanied Children”**². The main project objective was to support and enable the integration of victims of trafficking among vulnerable migrants and refugees, including separated and unaccompanied children, by establishing a multidisciplinary and transnational approach for early identification, referral, service provision and protection in the context of the current migration and asylum processes in transit and destination countries along the migration route, in particular Austria, Bulgaria, Finland, Germany, Greece and Sweden.

Within the project, the TF-THB developed local level model strategic plans for integration in Finland, Germany and Sweden and published a **“Road map for integration of victims of human trafficking among migrants in Finland, Germany and Sweden”** with an aim to increase awareness and long-term protection and integration measures of trafficked people at the local level. Development and publishing of the road map for integration of victims of human trafficking among migrants in Finland, Germany and Sweden is the first report amalgamating and putting a spotlight on promising long-term protection and integration measures as well as outlining the main challenges. The undeniable fact is that the migration pressure within and from outside of Europe is constantly increasing and integration of migrants in general and exploited migrants into the respective host societies is one of the biggest and most sensitive challenges for all governments and communities. Described challenges can be identified in the majority of EU countries. The promising practices outlined in the report are relevant for further dissemination, can be replicated and can enable other countries to intensify their integration measures for trafficked people in local communities.



In September 2019 a project **Competence building, Assistance provision and Prosecution of labour Exploitation cases in the Baltic Sea Region (CAPE)** was launched involving all CBSS Member States.

The project is aimed at strengthening capacity of the CBSS Member States to identify and assist victims of human trafficking for labour exploitation and to improve prosecution of labour trafficking cases. Study visits and workshops will be organised in Finland, Germany, Italy, Norway and Poland to learn more about the work against THB for labour exploitation in these countries. Research studies on various aspects of trafficking for labour exploitation will be conducted in Denmark, Germany, Latvia, Lithuania, Norway, Poland and Sweden. The outcome of the project will be a set of conclusions on how to counteract trafficking for labour exploitation in the Baltic Sea Region. The project is funded by the Swedish Gender Equality Agency and the CBSS Project Support Facility Fund.



Further information on all our past and current projects can be found on our website <http://www.cbss.org/safe-secure-region/tfthb/>

ARTICLES ON ASPECTS OF HUMAN TRAFFICKING |

This section is a compilation of articles written by various human trafficking experts in the CBSS Member States highlighting an issue of particular interest, trend or specific challenge or new development in national counter trafficking work.

MOROCCAN MINORS AS VICTIMS OF HUMAN TRAFFICKING IN DENMARK

Mari Børnick-Sørhaug, the Danish Centre against Human Trafficking

Martine Grasso, the Danish Centre against Human Trafficking

INTRODUCTION

The Danish Centre against Human Trafficking (CMM) identifies and supports victims of human trafficking under the Danish Action Plan to combat Human Trafficking. Historically, the majority of victims identified in Denmark have been women from West Africa trafficked for sexual exploitation, although the last few years has seen an increase in the number of men identified as victims of trafficking for forced labour and criminal actions. The number of identified minors is still relatively low, however CMM has recently experienced an increase in identifications of North African boys – especially Moroccan nationals. In 2018 seven teenage boys from Morocco were identified as victims of human trafficking compared to one in 2017 and none the year before.

CMM finds that the vulnerability of these minors combined with their young age, their mobility and the means of exploitation calls for attention and the sharing of knowledge.

The following article is based on the narratives of Northern African boys and young men told to CMM over the years. Thus, it builds on narrative of their first-hand experiences alone.

VULNERABILITY AND RECRUITMENT

Common for all, the boys share stories about growing up in poverty, often in broken families. They have little or no education and have found themselves at risk in a vulnerable position, without a primary care-taker. At an early age they are drawn to the streets as a way of survival. Life on the streets is characterized by crime, violence and abuse and the boys become easy targets for criminals and networks. From Morocco they travel to Spain, sometimes self-initiated in an attempt to seek better opportunities and escape the criminals and other times as instructed or forced to by the criminal networks.

To reach Spain, and the rest of Europe, the boys explain that they are often subject to clandestine crossing of borders sometimes organized by the trafficker – in dinghies, fishing boats and jet skis – or waiting in the harbour areas for an opportune moment to hide under a truck about to board a ferry. Upon arrival in Europe, they end up on the streets or in asylum centres, both acting as places for recruitment or re-recruitment.

The trafficker or someone further down the hierarchy of the network, establishes contact by offering care, protection and comradeship, as well as giving the boys a chance to work and earn money. In addition, several boys tell stories about being offered drugs free of charge in the initial recruitment period.

Meeting the primary needs of the boys, they end up in various kinds of debt-bondage as they are later forced to pay for the services the traffickers provide. They are subsequently given tasks in order to pay their debt, unable to refuse.

EXPLOITATION

Most of the boys describe how they are exploited in Morocco by being forced to sell and carry contraband across the Spanish enclaves and onto Spain. In Spain they explain that they are forced to sell drugs and are trained to commit theft and burglary. This correlates with narratives from other European countries. Some boys have also been sexually exploited for the purpose of prostitution and to produce pornographic materials.

The boys share stories of being carefully instructed by the traffickers on where to go, what to do and how to pay the traffickers. Various means are used by the traffickers as a way of controlling and keeping the boys in the exploitative situation:

- They often carry weapons, they are threatening and often respond with violence if the boys do not obey.
- The traffickers offer free pills and drugs which function as a means of control, and the growing addiction – often a coping mechanism to withstand the violent circumstances and the forced criminal actions – keep the boys dependent of the traffickers.
- The boys are rewarded by the traffickers when they have been successful in stealing or selling drugs. The rewards can be drugs, parties or alcohol and sometimes the boys are even offered young girls as a reward.
- In addition to the forced prostitution and the production of pornographic material, sexual assaults in some cases also serve as a way of punishment, which is perceived as very shameful.

THE CRIMINAL NETWORKS

The boys are reluctant to share information about their traffickers, nevertheless there is a resemblance in the narratives the boys give about the modus operandi of the criminal networks and how the boys perceive that they are organised. The structure seems hierarchical and three dimensional; the boys do not know who's ultimately in charge, but they are aware that their closest in-command are under the influence of others possessing more power and significance. When they travel and when they commit criminal offences they are often in smaller groups.

Whether the criminal networks operate across borders, are related, and to what extent the different networks cooperate remains uncertain.

CHALLENGES AND WAYS FORWARD

CMM, along with other actors, see this group of boys as potential victims of exploitation and human trafficking. Nonetheless it has proven challenging to identify them as such, due to their high mobility, as they move fast between European countries. Before entering Denmark, most of them have been travelling between Belgium, Germany, Sweden, Norway, France, Spain and Italy, only briefly in touch with the respective authorities.

Adding to this, the perceived street behaviour of the boys and their own criminal actions/self-initiated crime are likely to hide the fact that they are vulnerable, traumatized and potential victims of human trafficking, and this can impede their chance to receive sufficient help and support.

Knowledge sharing and awareness raising regarding this group of vulnerable minors and a focus on cooperation between relevant actors and sectors nationally, as well as across Europe, can be a way forward.

NEW GUIDELINES FOR IDENTIFYING TRAFFICKING IN HUMAN BEINGS IN ESTONIA

Anu Leps, Adviser in Criminal Policy Department, Ministry of Justice

Kristiina Luht, Equality Policies Department, Head of Victim Support Policy, Ministry of Social Affairs

Andrea Kink, Head of Services in the Victim Support and Prevention Department, Social Insurance Board



Sirle Blumberg, Head of Services in the Victim Support and Prevention Department, Social Insurance Board/ Head of the Victim Support and Assistance Hotline

Over the last few years, the number of recorded criminal offences related to trafficking in human beings³ has been fairly stable at between 50 and 100 criminal offences per year, but the reports of institutions assisting victims show that the number of suspected cases of trafficking in human beings has increased. At the same time, around ten criminal offences related to trafficking in human beings are registered in Estonia per year. While thus far human trafficking was primarily a problem for the Estonian people – they were exploited both at home and in wealthier countries to the west – now the exploitation of foreign nationals in Estonia is noticeable. This year (2019) the Social Insurance Board (SIB) has identified 31 foreign victims⁴ and it can be said that Estonia has become a destination country for human trafficking. Almost all officially identified victims have been victims of sexual exploitation with one exception; at the same time, worrying activities have been carried out in the labour market, particularly in the cleaning and industrial sectors, and in catering companies. This year, 466 people have contacted the helpline for preventing trafficking in human beings and supporting its victims at +372 660 7320, of which 76 have been suspected of being exploited at work. Nationals of Belarus, Moldova, Russia and Ukraine were identified as victims of human trafficking after arriving in Estonia in economically or socially vulnerable conditions and in need of victim support services.

Almost as a response to the changes but actually as a long-negotiated agreement, a new guide to identifying and referring victims of human trafficking to services was finalised in summer 2019, the contents of which are going to be outlined in this article. The cooperation between the police, the Prosecutor's Office, the Labour Inspectorate, the Social Insurance Board and service providers as well as various ministries has produced a document that helps to understand whether a case is related to trafficking in human beings and at the same times provides guidance

to authorities on how and with whom to exchange information to ensure that the victim has access to services. The first guide was compiled in 2009 and updated every few years thereafter, as the recent years have witnessed both legislative and institutional changes in regard to identifying and supporting victims.

WHAT HELPS US TO IDENTIFY HUMAN TRAFFICKING?

There are three aspects to a criminal offence related to human trafficking: activity, manner and purpose. When these three occur together, it can be assumed that it is a case of trafficking in human beings. For example, if it seems probable that force or coercion have been used in the recruitment process to exploit a person for forced labour, we can surmise it to be a criminal offence related to human trafficking. It is important to know that violence, fraud, coercion, etc., is not an essential condition for defining a case as human trafficking in the case of children. For example, if a child was recruited for prostitution, it is a case of human trafficking. The guide to identifying victims of human trafficking provides a checklist⁵ to help specialists ascertain what aspects are and are not necessary for a criminal offence of trafficking in human beings.

When identifying victims and referring them to services, it is important to guide the right problems and people towards support in case of limited possibilities (people, money, time, etc.); when providing the service, it is therefore essential to distinguish between a victim, a presumed victim, or a person needing help with having suspicions of trafficking, but not all the before mentioned aspects regards human trafficking are evident.

As of 2016, the Estonian Victim Support Act distinguishes between a victim of human trafficking and a presumed victim of human trafficking. **A victim of trafficking in human beings** is a person in the case of whom criminal proceedings have been initiated with regard to the criminal offence committed against him or her⁶. In regard to criminal law, some of these people are witnesses and some are victims, but in the meaning of the Victim Support Act, they are all victims of trafficking who can be supported. People who were victims of a criminal offence that was processed abroad are also entitled to assistance. **A presumed victim of trafficking in human beings** is a person in regard to whom a foreign investigative body or prosecutor's office or an organisation engaged in helping victims of trafficking in human beings in Estonia has given information to the Social Insurance Board in relation to a suspicion of human trafficking. Therefore, the status of the presumed victim may not be connected to criminal proceedings. The proceedings may not yet have been initiated, the report of criminal offence not filed and may never be filed. It is also possible that the proceedings took place in another country and have already ended, but the victim still needs help. The largest difference between a presumed victim and an identified victim in regard to victim support is that the victim is entitled to services until the need ceases, the presumed victim, however, for 60 days at maximum.

The new guide for identifying and referring victims of human trafficking to services briefly outlines a list of available services through which the victims and presumed victims of trafficking in human beings are provided with (pursuant to the Victim Support Act and via the Social Insurance Board) counselling, assistance with communicating with state and self-governing agencies and legal persons, safe accommodation, catering, health services, material assistance, psychological assistance, translation services for victim support services and, where appropriate, legal advice, including representing the victim in pre-trial procedure, before judicial and administrative authorities, investigative bodies, bailiffs and third parties, as well as a support person service and social counselling.

People who do not fall under the definition of a victim or a presumed victim of human trafficking pursuant to the Victim Support Act, but who still exhibit some of the characteristics of a victim of human trafficking, will also receive support through the Social Insurance Board (SIB). On weekdays, SIB offers a helpline for preventing trafficking in human beings and supporting its victims at +372 660 7320⁷ (including face-to-face counselling, if necessary) for anyone exhibiting signs of work-related or sexual exploitation. The helpline can be contacted directly and anonymously by the client, or by her or his relatives, or by officials who have suspicions in regard to the elements of human trafficking.

Of course, in the case of children, if there is reason to believe that a person is under 18 years of age, she or he should be treated as a minor, confirmed by the EU Human Trafficking Directive, as well as the relevant UN and CoE conventions. The interests and needs of the minor victim must be respected during her or his assistance and procedural acts, including by way of organising child-friendly proceedings and searching for the best solution for the child. Assessing the need for assistance is based on the child welfare triangle well-known in the Estonian child protection work⁸ and the principles of a solution-oriented approach. From first contact, the minor must be provided with a safe and child-centred environment with members of a fixed network who have been introduced to the child. The child should be surrounded by the same specialists from start to finish, whereby the child is safer, and it is clearer for her or him if there are as few specialists as possible. A minor may be referred to both a substitute home service and a service provider assisting victims of human trafficking. In Estonia, the relevant decision is made by the SIB case manager.

A public version of the guide is available on the Criminal Policy web site⁹ and a more comprehensive guide has been compiled for specialists. We believe that this agreement that resulted in the guide is a major step forward in further improving case-by-case cooperation, both with Estonian people and with foreigners in Estonia and elsewhere who come into contact with victims from Estonia. The completion of the guide is well in line with regional work, as the recent cooperation project HOF-BSR of the Council of the Baltic Sea States also focuses on improving the exchange of information in regard to suspected cases of trafficking via the contact points central to the Baltic State States. The contact points deal with victims of human trafficking both at home and abroad, providing counselling, support services and

ensuring safety. Figures confirm that the Baltic region has quite a high number of exploited people, on account of which there should be more criminal proceedings and convictions in regard to trafficking in human beings. This, in turn, means that it is important to help victims so that they are prepared to provide information for the commencement of criminal matters and participate in criminal proceedings without becoming victims once again, and therefore it is essential to mention that a guide to handling cross-border cases of human trafficking and identifying victims in the Baltic region is being compiled, which contains contact details of the states' primary responders and the basis for action.

IMPORTANT CONTACTS PROVIDING ASSISTANCE REGARDING ACTS OF TRAFFICKING IN ESTONIA:

- Police 112
- SIB's helpline for preventing trafficking in human beings and supporting its victims +372 660 7320¹⁰ (Mon to Fri at 9.00 to 17.00)
- SIB's emergency phone of victim support: 116 006¹¹ (24/7), when calling from abroad: +372 614 7393, and if you cannot or do not want to request help by phone, it can be done via web chat at palunabi.ee.

THE ONLY WAY IS TO KNOW *HOW* TO WORK TOGETHER



Veikko Mäkelä, MSocSc, Senior Adviser, National Assistance System for Victims of Human Trafficking



Terhi Tafari, LLM, BSocSc, Senior Adviser, National Assistance System for Victims of Human Trafficking

Criminal investigations to human trafficking and victim assistance are often highly dependent on each other. Cooperation between pre-trial authorities and the National Assistance System for Victims of Human Trafficking (NAS) can at best lead to excellent outcomes - while lack of cooperation can have a devastating effect on both the victims and the investigations. One obstacle to fruitful cooperation can be a simple lack of knowledge. This article recounts how Finland has aimed to remove this obstacle.

In the Autumn of 2016, in the height of the Finnish berry picking season, a Thai woman contacted us, the National Assistance System for Victims of Human Trafficking (NAS).

She told us that she had been working in Finland as a wild berry picker but felt exhausted and had not been paid. She was admitted as a client in the NAS, as her case sounded suspicious. The woman was housed, given food and healthcare, and advised about her situation. As she told us more about her experiences picking wild berries in Central Finland, it became clear that her experience was a case of human trafficking.

Eventually, her story was reported to the Central Finland Police Department. The police began investigations and conducted surveillance on the company where the woman had been working. They discovered several other workers in a similar situation.

The berry company's premises were raided that same Autumn, in the early hours of a normal working day. The police were accompanied by two NAS officers, who told the berry pickers about their rights and the help available. In the afternoon, 25 berry pickers left with the NAS officers to rest at accommodation arranged for them. The police would continue interviewing the berry pickers at a later date. In the meantime, the pickers were kept safe, warm and fed by the NAS.

In 2018, Central Finland District Court sentenced the owner of the berry company for 26 counts of human trafficking to a suspended sentence of one year and eight months. He was ordered to pay 200 000 euros in reparations to the victims.

MULTI-PROFESSIONAL COOPERATION

As the berry pickers' case well demonstrates, cooperation with pre-trial investigative authorities and the NAS has been fruitful. In her 2018 report on victim assistance¹² the National Rapporteur for Human Trafficking found that both the police and the Finnish Border Guard had had positive experiences about cooperation with NAS, and that they had found NAS useful and easy to contact.

In addition to looking after a victim's day-to-day welfare, the NAS can also ensure that the victim has legal representation where it's needed, and a support person to go through the criminal process with.

Support persons are normally sourced from an NGO Victim Support Finland (www.riku.fi). Victim Support Finland has offices all over Finland and selected support persons are trained to deal with human trafficking cases. Victim Support Finland may also identify unassisted victims through their outreach work, and refer them to NAS, if the victim so wishes.

The NAS is easy to contact and consult in situations, where someone - be it a police officer, an immigration officer, municipal social worker or an NGO activist - is trying to figure out if the person they have encountered is a victim of human trafficking and what could be done to help. The NAS functions as a national center of knowledge in victim assistance.

THE KNOWLEDGE GAP...

Naturally, things are not always rosy. There have been times that we at the NAS have read in the newspapers about human trafficking cases in Finland. In one case from a few years ago, a group of East European labourers were identified by the police in a small Finnish town as victims of trafficking but, unaware that there was such a thing as Assistance System for Victims of Human Trafficking, the police never referred the victims to NAS. Instead, they were sent to their embassy, which in turn sent them home. The trafficking crime could not be investigated and the victims remained without assistance and ultimately, without compensation.

While it is positive that the crime of human trafficking was identified, as this is not always the case, lack of knowledge about victim assistance and lack of resources to investigate can mean reductions in the availability of the victims' rights as well as hinderance or closure of the criminal investigation, if one has been started in the first place. The knowledge gap can directly affect the victim's rights to assistance. If no evidence is found that the crime committed against the client was that of human trafficking, the law may require that the client is removed from assistance. This can at times be highly problematic.

The New Finnish Government pledged to loosen the dependency of assistance and the criminal process. They also pledged to put together a THB-specialized police unit. NAS welcomes these pledges. Yet, we are aware, that just one specialized unit isn't enough, particularly when no funds are allocated to this end. Rather, information on THB and victim assistance must be disseminated to every police station and every border guard post. In short, the change must be both structural and individual.

... AND HOW IT IS REMEDIED

The knowledge gap cannot be narrowed if stakeholders are not willing to change and accept new information. The key is not to try to move mountains but to take the information to the authorities in a cooperative manner, which gives them a say *how* they wish to get the knowledge and *when* and *where* it should be disseminated. This was the goal of NAS-lead IHME project, which in less than two years' time, succeeded in training 1200 police officers and border guards.

From the beginning of IHME, the pre-investigatory authorities were closely involved in the project. Members of the National Police Board and the Finnish Border Guard were part of the project steering group. The Border and Coast Guard Academy and Police University College participated in the planning of the practical e-training modules created for the border guards and police officers and the face-to-face trainings that were organized throughout Finland.

Seeing the benefits themselves both the Border and Coast Guard Academy and Police University College have during and after the project included separate human trafficking lectures into the basic education of the border guard and police students.

The inclusion of human trafficking training to the basic level training of pre-trial authorities ensures that future police and border guards are better able to identify victims, refer them to assistance and investigate trafficking cases. Yet, some challenges remain in getting the information to the current pre-trial investigators from field officers to investigators. For instance, getting a field police officer to do an e-training module can be tricky due to the hectic and mobile nature of their daily work.

Furthermore, training itself is not enough but the contents should also be internalized into the daily practices. The internalization is both the challenge and the answer. In order to narrow the knowledge gap, we must *listen* to one another and *understand* the structural and daily circumstances that both limit and enable our work. *Understanding and being ready to see things from each other's point of view* is the key to a more fruitful multi-professional cooperation.

CHALLENGES IN THE IMPLEMENTATION OF VICTIMS' RIGHTS FOR THOSE AFFECTED BY LABOUR EXPLOITATION IN GERMANY

Katharina Lahr, Former Project Manager, Service Centre against Labour exploitation, Forced Labour and Human Trafficking Berlin

The media in Germany regularly report on the working conditions of migrants that do not comply with the statutory provisions. Be it in transport & logistics, construction or seasonal agriculture: working up to 14 hours a day, with wages of only two to six euros per hour, despite the generally applicable minimum wage of 9.19 euros. The people affected sometimes speak little or no German, are often in the country for the first time, do not know the legal regulations, are deceived about working conditions to be expected when they are recruited, sometimes tell of experiences of violence and come from countries of origin in which they cannot find work that provides the minimum they need to survive. In many cases, this results in precarious working conditions that violate applicable labour law. Often there are also signs of intense labour exploitation or even forced labour, which constitutes a criminal offence. By implementing the Council of Europe Convention on Action against Trafficking in Human Beings, Directive 2011/36/EU and other international legal instruments, Germany is obliged to introduce minimum standards for the support and protection of victims of all forms of trafficking in human beings. Nevertheless, the question arises: how is it then possible that when these minimum standards exist on paper, that those affected by forced labour and labour exploitation often receive little or no support, or that the perpetrators are not brought to justice? There are two reasons for this: the lack of awareness on the part of the authorities and the continuing low level of public interest, which explains the lack of support structures.

The important first step without which the corresponding victims' rights cannot be established is identifying who is affected. As a rule, however, this is also a prerequisite for successfully prosecuting the crimes, because the statements of victim witnesses are crucial. However, in discussions with state actors that potentially have contact with those affected, whether that be the police, customs, employment services staff, etc., we repeatedly encounter a lack of knowledge of or uncertainty about the existence or interpretation of the criminal offences concerning the exploitation of labour (Section 233 of the Criminal Code (StGB)) or forced labour (Section 232b of the Criminal Code (StGB)). There is even less familiarity with the associated victims' rights that are based on the above-mentioned legal instruments than with the criminal offences themselves. It is therefore important that training concerning these offences and the associated victims' rights become part of institutional training in law enforcement authorities. Training is indeed provided by the Service Centre against Labour Exploitation, Forced Labour and Trafficking in Human Beings (Servicestelle gegen Arbeitsausbeutung, Zwangsarbeit und Menschenhandel), KOK - the national coordination group against trafficking in human beings, the Federal Criminal Police Office and several regional counselling centres, and there is also increasing demand for the training. However, in view of

the large number of employees in law enforcement or monitoring authorities there has not been nearly enough of it. It would therefore be desirable for information on criminal offences to become an integral part of training curricula. One positive development can currently be seen in the field of customs, in the unit responsible for enforcing the laws on illegal employment (Abteilung Finanzkontrolle Schwarzarbeit - FKS). In July 2019, legislation to combat undeclared employment and abuse of social benefits was passed, which establishes a new auditing role for the FKS concerning exploitative employment, in order to be better able to prosecute trafficking in connection with employment and forced labour in particular. In this new role, the customs administration is to actively participate in networks with other authorities and advisory bodies in order to improve victim protection. Initial discussions for institutional training for the FKS have already taken place.

However, there is a great need for improvement not only in terms of identifying victims. There is also a lack of public awareness, and therefore awareness among policy-makers, that labour exploitation and forced labour exist not only in countries such as Bangladesh and China, but also in Germany. This is the only way to explain, for example, that policy-making responsibilities at the level of the Länder remain largely unclear. While there are contact persons in all Länder at ministerial level for the topic of sexual exploitation, it is extremely difficult to identify official contact persons for the topic of forced labour. Cooperation agreements, which define the responsibilities of the various actors, such as law enforcement authorities and specialist counselling centres, and establish support processes, are only available in a few Länder in the field of labour exploitation and forced labour. In the field of forced prostitution, these are in place nationwide and, in some cases, have been so for several decades, with the associated well-established cooperation processes. The lack of awareness among policy-makers is also clearly reflected in the lack of willingness to finance specialist counselling centres that deal explicitly with labour exploitation and forced labour with criminal law relevance, which frequently involve male victims. In most cases, the only specialist counselling centres that exist have a mandate for exploitation in the field of prostitution. Accordingly, these are mostly accessible to female victims.

Given this lack of infrastructure, Germany is not yet fully in compliance with the requirements of the above-mentioned EU Directive. The Directive sets out the requirement for Member States to provide resources for the assistance, care and protection of victims. The specialist counselling centres play an important role in the implementation of victim protection. They can give appropriate advice to those affected on possible criminal proceedings and, if necessary, provide support to them throughout the process.

A variety of measures are necessary in order to effectively counter the phenomenon of labour exploitation and forced labour in Germany, to ensure the full rights of the affected persons, to guarantee the prosecution and conviction of the perpetrators, and thus to make the business of the exploitation of human labour less lucrative. One example of this is the strategy paper identifying concrete measures in all areas that was compiled by the Federation-Länder Working Group to Combat Human

Trafficking for Labour Exploitation of the BMAS. This must now be implemented as fully as possible. Perhaps media coverage of inhumane working conditions in Germany is a good way of maintaining the necessary pressure to act.

CHALLENGES FOR ICELAND?



Símon Sigvaldason, Chief Justice of the District Court of Reykjavík

In accordance with Iceland's obligations under the Council of Europe Convention on Action against Trafficking in Human Beings, Iceland ratified the Convention in February 2012. The Icelandic Government has launched two action programs on human trafficking. The first one valid from 2009 to 2012 and the latter one from 2013 to 2016. In March 2019 the Icelandic Government presented its forthcoming actions for combating trafficking in human beings and other forms of exploitation. Emphasis was placed on transferring the implementation of those actions presented in the focus document from the government ministries to the agencies or organizations located much closer to the tasks. Ten actions were described in the focus document. Each one fell into one of the known four P – categories. To ensure the implementation of the actions and their adoption, the Ministry of Justice is responsible for summoning all responsible parties to meetings and, in consultation with them, organize the work on the actions and involvement of each party. The policy document by The Icelandic Government was not limited to a specific time frame but will remain valid until superseded by another. Actions are generally not given a specific time schedule but are instead to be worked on effectively and regularly reviewed for possible improvement. Certain operations do have a specific time schedule. The first meeting of this party was held on May 16, 2019, and the second meeting on October 4, 2019. Work is under way and operations are being carried out as from fall 2019. All relevant parties show great interest in this Action Plan and are of the belief that this Action Plan will make a significant difference in fighting Trafficking of Human Beings. This coming winter we shall see if this way of fighting Trafficking of Human Beings in Iceland will provide us with significant results in this field.

The Prime Minister, Minister of Justice and Minister of Social & Children's Affairs, issued a memo dated on May 21, 2019, concerning Governmental actions to target Trafficking in Human Beings and crimes carried out in the Labour Sector. The memo was issued in context with the support of the Government with the Labor Unions treaties with Unions of Employers which focused on better life standards. In relation with the actions the Icelandic Government decided that the government would seek assistance from The Organization for Security and Co-operation in Europe (OSCE), since that institution has a wide range of experience in policymaking when it comes

to fighting Trafficking in Human Beings. Recommendations from The Organization for Security and Co-operation in Europe would ensure that the policymaking would benefit the purpose. A meeting with specialists from the OSCE was held in Reykjavik on September 10 and 11, 2019. There key matters were targeted such as best practices regarding the Icelandic Action Plan issued in March 2019, a review of the Icelandic Penal Code on trafficking, an evaluation of the need to amend the Law and Guidance on the boundaries between Trafficking and Forced Labour. Also, challenges in investigating and prosecuting human trafficking cases, services for victims and National Referral Mechanism and Centre were discussed. Finally matters such as education and training and execution and administration. It is generally believed that the meeting with specialists from the OSCE was of great success for Icelandic Authorities and will benefit to a great extent Icelandic authorities and agencies.

In my opinion considerable efforts have been made in Iceland throughout the last 12 months or so to bring together the necessary bodies fighting Trafficking in Human Beings. Greatly increased efforts have been made. Although not many convictions have seen the light of day in Iceland for violations against the Penal Code for Trafficking in Human Beings, still there is a considerable know-how within different bodies that should make that possible. The most challenging task is to bring all this knowledge together so that everyone in the field is striving for the same goal. At this moment the Metropolitan Police in the Greater Reykjavik Area and The Police on the Reykjanes Peninsula of Iceland have under investigation all together 10 cases where Trafficking in Human Beings is being investigated. It remains to be seen if they will lead to prosecution and conviction. The challenges are manifolded. Most importantly is the need to change the practice and attitude towards this type of crime.

This fight continues. Therefore, it is important not to lose focus on the important matters. Such a comprehensive task as fighting Human Trafficking is a worldwide challenge. It is a part of constant growing organized groups who thrive on crimes across borders. Therefore, we must always be alert. Otherwise this battle will be hard to win.

HIGHLIGHTS OF THE LATVIAN CBSS TF-THB PRESIDENCY



Lasma Stabina, National Anti-Trafficking Coordinator of Latvia

Considering the principle that the Chairmanship of the Council of the Baltic Sea States (CBSS) rotates on an annual basis, from 1 July 2018 until 30 June 2019 Latvia fulfilled for the third time the duties of the Presidency of the CBSS. Previously, Latvia chaired the Council in 2007-2008 and 1996-1997. The third Latvian Presidency in the CBSS and the second Presidency in the CBSS Task Force against Trafficking in Human Beings (CBSS TF-THB) were based on the traditions and mandates of the CBSS, which provided continuity of the initiatives started under the Swedish Presidency and took into account the practical cooperation directions that have been successfully implemented in Latvia.

The Latvian Presidency in the CBSS identified public safety (Integrity & Social Security), sustainable development, territorial development, climate change (Responsibility) and cultural heritage (Dialogue) as the main priorities for its work.

It was acknowledged that *“human trafficking remains a topical issue for the countries in the Baltic Sea Region. Effective prevention depends on mutual trust between all stakeholders involved in counteracting these crimes and providing timely assistance to victims. Integrity and ability to establish mutual trust between all actors involved are the most important issues that need to be promoted by joint efforts. Further steps are necessary to increase an understanding of victims’ rights, to strengthen investigation and prosecution, and effective handling of trafficking cases by the judiciary. Strengthening the role of local actors, in particular journalists when explaining and referring to trafficking, to aid the prevention of trafficking in human beings. The work on the development of a TRM (Transnational Referral Mechanism) of the Baltic Sea Region will be continued by the CBSS Task Force against Trafficking in Human Beings (TF-THB) in cooperation with the CBSS Children at Risk Group (CAR).”*

The Ministry of the Interior chaired the work of the TF-THB. During the Latvian Presidency the Ministry organised three TF-THB meetings held on 26-27 September 2018, on 20 February 2019 and on 13-14 June 2019. Trends and risks of trafficking in human beings in the Baltic Sea region, efforts to strengthen counter-trafficking actions and mutual cooperation as well as the anti-trafficking initiatives in the CBSS Member States were discussed concluding that labour exploitation is the most common and prevailing form of exploitation in the Baltic Sea Region.



The final meeting of the CBSS TF-THB under the Latvian Presidency was hosted on 13-14 June 2019 in Jurmala City. During the meeting the TF-THB delegates discussed the progress and achieved results of the project HOF-BSR “Paving the Way for the Harmonized Operational Framework in the Baltic Sea Region” launched during the Swedish Presidency.

The members of the Task Force also discussed the CAPE project developed by the Ministry of Interior of Latvia entitled “Competence building, Assistance provision and Prosecution of labour Exploitation cases in the Baltic Sea Region” which was approved in May 2019 and got co-financing from the CBSS Project Support Facility (PSF) Fund.

The implementation of this regional project was launched under the Danish Presidency in autumn 2019 and will be concluded under the Lithuanian Presidency in 2021. The CAPE Project focuses on labour exploitation which will be analysed and considered through baseline research on issues regarding the low number of prosecutions, recruitment of people for work abroad and different forms of exploitation in the destination countries. The transnational experts’ workshops will collect knowledge and well-functioning practices, acknowledging problems, assess gaps and challenges. The project will come together at a high-level conference in Lithuania where the project outcomes and required actions in the CBSS Member States will be presented. There is an ambitious objective to develop the Vilnius declaration on combating trafficking for labour exploitation in the Baltic Sea Region which will provide an argument-based background for further regional and national activities and tasks to be included in national policy planning documents to prevent trafficking in human beings.

Another focus area of the Latvian CBSS TF-THB Presidency was prosecution of human trafficking cases. Efficient prosecution and provision of victims’ rights is a very topical issue to deal with in all CBSS Member States. Many victims of human trafficking are identified, and many criminal investigations are initiated while, so few criminal cases reach the courts and are adjudicated. Against this background the CBSS in cooperation with the Centre for Baltic and East European Studies at the Södertörn University, Sweden launched a Call for Papers aiming to bring together PhD students, researchers and research scholars from European countries and the CBSS Member States to exchange and share their experiences and research results in order to contribute to a more effective prosecution of human trafficking

cases. Authors of the selected papers were invited to present the results and conclusions of their research at the international conference.

The conference “Human Trafficking – a crime with too few convictions and too many victims” was the culmination of the Latvian CBSS TF-THB Presidency. It was organised in February 2019 in Riga and focused on the prosecution of human trafficking cases and victim’s rights in legal proceedings. The conference gathered more than 80 participants from the CBSS Member States and Observer States during which policy makers, researchers, police officers, prosecutors and judges were discussing their experience by which they identified a number of best practices of combating trafficking in human beings.

The overall aim of this event was to promote the importance of inclusive partnerships to enhance anti-trafficking efforts in the Baltic Sea Region and to strengthen cooperation and coordination among relevant actors as well as to discuss ways of improving prosecution efforts.

The Minister of the Interior of Latvia, Mr Sandis Ģirģens, at the opening of the conference pointed out:

“Trafficking in human beings is the slavery of our times and one of the most profitable criminal businesses in the world. It is a severe violation of individual freedom and dignity and a serious form of crime that often has implications which individual countries cannot effectively address on their own. Therefore, it is very essential to achieve a single understanding of the human trafficking problem, strengthen our cooperation and joint anti-trafficking efforts at national and international level to reduce trafficking in human beings and provide adequate assistance and protection considering the best interests and needs of victim”.

Deputy Director General of the Permanent Secretariat of the CBSS, Mr Bernd Hemingway, in his opening speech stressed that *“the nature of the trafficking in human beings’ crime without any doubt presents difficulties for investigations and prosecutions. But in our attempts to put perpetrators behind the bars, we should never forget that the central issue here is to protect victims and ensure their rights. Prosecution and protection always need to be balanced and go hand in hand. Victims are expected to provide a reliable and clear testimony, which they often have to repeat many times to different authorities, but we should keep in mind that is very difficult for a highly traumatised person to open up and tell their deepest secrets to complete strangers. Without support and assistance victims might not be able to help law enforcement to do their job – to prosecute perpetrators”.*

HIGHLIGHTS OF THE PROMINENT SPEAKERS OF THE CONFERENCE:

“Trafficking in human beings remains a highly profitable form of serious and organised crime, explicitly prohibited in the EU Charter of Fundamental Rights. It results in irreversible harm to its victims, our societies and economies. The EU has put in place a robust legal and policy framework to eradicate trafficking in human beings and counter impunity for its perpetrators.”

Ms Valeria Galanti, the Office of the EU Anti-Trafficking Coordinator

“We need closer and more effective cooperation among the responsible institutions and partners to fight that crime and offer appropriate assistance to its victims. The CBSS Task Force against Trafficking in Human Beings provides considerable contribution to the implementation of projects that tackle trafficking in human beings by coordinating activities and information sharing at the intergovernmental level in the Baltic Sea Region.”

Mr Andris Pelšs, State Secretary of the Ministry of Foreign Affairs of Latvia

“We can confidently characterize the Baltic Sea region as a fairly calm and steadily developing region. At the same time, such challenges as organized crime – illegal circulation of drugs, crimes against property, illegal cross-border circulation of excise goods, trafficking in human beings, facilitation of illegal immigration, trafficking of firearms and other transnational crimes – do not bypass our countries.”

Mr Dimitrijs Trofimovs, State Secretary of the Ministry of Interior of Latvia

“Trafficking in human beings has high levels of undetected crime and undetected financial flows. The financial flows can differ significantly from one case to another. It is impossible to determine one indicator to detect human trafficking, usually a set of indicators is needed – non typical money thresholds or red flags, cross-border elements, and a lack of interaction with registered businesses for the victim, all of which can make it much harder to identify the signs of trafficking as they interlink and obscure. There is incomplete cooperation and coordination, and information sharing between competent institutions. Awareness raising and training for relevant officials is needed.”

Ms Rūta Rācene-Bērtule, Head of Strategic Analysis Division, FIU Latvia

“Human trafficking victims suffer severe trauma at the hands of the traffickers who exploit them. Law enforcement officers, prosecutors, victim service providers, and others who interact with trafficking victims should understand how the neurobiology of trauma may cause trafficking victims to behave in counterintuitive ways and, as a result, present with unique needs and challenges. Understanding and addressing those needs and challenges through a victim-centered and trauma-informed approach is critical to ensuring that victims are understood, treated with dignity and respect, not prosecuted for certain criminal offenses, and receive the necessary humanitarian services to attend to their needs. Importantly, employing these strategies also will result in more effective investigations and successful prosecutions of human trafficking cases.”

Mr Mark J. Kappelhoff, District Court Judge on the Fourth Judicial District Court in Hennepin County, Minnesota, USA



During the conference the participants had an opportunity to view the exhibition “Stairs Up” which was created by the Latvian NGO Shelter Safe House in the framework of the project for prevention of human trafficking and for victims’ support.

Ms Gunta Viksne, Project Coordinator noted that

“the exhibition allows us to get to know 12 moments of reality, impulses that are still smouldering and even burning in the memories of the people involved. Human trafficking leaves everlasting marks in the lives of every human. Also, many years after the rehabilitation it continues to be a part of the person’s life. A person wants to forget it, burn it, but it remains in memory.”

Already for two years the society Shelter Safe House has organized a camp where people who have suffered from human trafficking can meet and receive support. The participants of the last camp that took place on December 2018 allowed others to take a look in their feelings for the first time by putting on paper their emotions and memories. Despite the previous experience, a person always wants to go up. We hope that anyone who once has suffered and survived will find their STAIRS to go further and higher.”

Considering the importance of the strategic partnership between the CBSS and the Nordic Council of Ministers (NCM) a Forum on Corporate Responsibility of Businesses: Prevention of Labour Exploitation was organized during the Latvian CBSS Presidency. The Forum focused on raising the awareness of the employers by focusing on trafficking in human beings from a forced labour perspective and discussing exploitation of workers, and the difference between unsatisfactory working conditions and being a victim of human trafficking. This was done by introducing concrete cases from the Nordic and Baltic countries as well as North-West Russia, combined with experiences from other Member States of the Council of the Baltic Sea States. The Forum took place at the Ministry of the Interior of the Republic of Latvia in Riga on 6 – 7 June 2019.

The Forum:

- encouraged companies and businesses to integrate respect of human rights and corporate responsibility, to develop policies and appropriate processes at company level in order to fulfil the responsibility for good working conditions according to national laws and international conventions.
- discussed prevention of labour exploitation as an indicator of corporate social responsibility (CSR) and how employers (industry), trade unions and authorities can be supported to cooperate already during the recruitment processes to guarantee working conditions in line with the legislation.

The Organization for Security and Co-operation in Europe (OSCE) contributed to the Forum by organizing a panel on how public procurement practices could be leveraged to combat trafficking in human beings in supply chains. Governments

should ensure that goods purchased and services contracted by state institutions are not being made through the exploitation of people. The panel discussed why it is important to use public procurement to prevent human trafficking, existing policies and practices adopted by countries in the OSCE area in this space, efforts by international actors to harmonize policies across different jurisdictions and how governments should cooperate with the private sector to combat human trafficking in supply chains.

More than 70 participants participated in the Forum: policy planners, practitioners providing anti-trafficking efforts, supporting and assisting victims, international organisations and businesses.

“The CBSS TF-THB Presidency was a privilege for me to lead this regional Task Force which gathers like-minded people from the Baltic Sea Region, people who have passion, who are eager to work together to keep the Baltic Sea Region a safe place for us and our families to live. The CBSS as a regional cooperation platform allows us to deal with problems and challenges which are not possible to solve by a country on its own. Regional cooperation, exchange of information by doing things together strengthen both national and regional anti-trafficking efforts. Trafficking in human beings is multifaceted and changing phenomena and the CBSS TF-THB is a strong platform through which better and faster to identify new trends and forms of exploitation, assess gaps and needs, join our knowledge and resources to address human trafficking in a targeted cross border multi-disciplinary way.

Regional activities initiated during the Latvian Presidency to prevent and combat labour exploitation and labour trafficking remain as a very important part of the TF-THB work which further is led by Denmark and Lithuania.”

Ms Lasma Stabina, National Coordinator against Trafficking in Human Beings, Latvia

The Ministry of the Interior and the National Anti-Trafficking Coordinator Ms Lasma Stabina express gratitude to the Secretariat of the CBSS – especially to Senior Adviser Ms Vineta Polatside, Adviser Mr Endrit Mujaj, and former Head of Media & Communications Unit Mr Anthony Jay Olsson for strong support and assistance as well many thanks for excellent cooperation to the CBSS TF-THB delegates: Denmark – Ms Kamilla Graver Petersen, Estonia – Ms Anu Leps, Finland – Mr Jari Kähkönen, Germany – Dr. Jürgen Thomas, Iceland – Ms Hildur Dungal, Ms Svala Ísfeld Ólafsdóttir, Lithuania – Ms Reda Sirgedienė, Ms Sonata Mickutė, Norway – Mr Jan Austad, Ms Anne Kristine Iván, Poland – Ms Agata Kobylińska, Ms Joanna Sosnowska, Ms Justyna Jambor, Russian Federation – Ms Ekaterina Glazova Mr Dmitry Emelianov, Mr Yury Rudakov, Sweden – Ms Karin Bengtson, Ms Helena Hagelberg, European Commission – Ms Valeria Galanti.

LITHUANIA

Challenges facing Lithuania in the wake of third country nationals affected by human trafficking



Rimvydas Valentukevičius, Deputy Head of Organized Crime and Corruption Analysis department, Prosecutor General's Office of Republic of Lithuania



Sonata Mickutė, Senior Adviser of Public Security Policy Group, Ministry of the Interior of Republic of Lithuania

In 2019, the *National Fight Against Human Trafficking Coordinating Committee* raised the issue of people in Lithuania who come from third countries and who have been affected by human trafficking. As the statistical data for the period 2016-2019 shows, the number of third country nationals being exploited in human trafficking in Lithuania is modest (Columbia 1 – 2016; Nepal 18 – 2017; Ukraine 2 – 2019) and the number of third country nationals being affected by human trafficking could not be established. However, these identified cases highlighted the issues encountered by officials during pre-trial investigation, namely: limited legal mechanisms of information exchange with the countries of origin of the victims of human trafficking; complicated means of validating evidence of third country nationals in court; and different ways of treating the crime of human trafficking by law enforcement officials in third countries.

During pre-trial investigations in which third country nationals are the victims, difficulties arise due to the differences in the way law enforcement officials in different countries treat the crime. Third country nationals, especially if they are in another stage of economic development, generally interpret the act of human trafficking differently than the Lithuanian law enforcement institutions. For example, in Ukraine a significant number of people do not have jobs and many people are in dire financial situations. As a result of this, the victims, as well as law enforcement officials, barely see the signs of the human trafficking phenomena, something which immediately complicates the perspective of law enforcement in the Republic

of Lithuania. With the exception of recognized victims of human trafficking in Lithuania, third country nationals also often refuse to admit to being victims themselves, especially if they aim, through Lithuania, to end up in the Schengen Area. Unfortunately, personal ignorance and poor financial situation force victims to accept the proposals of the exploiters, in an attempt to improve their own financial position or because they have not adequately evaluated the potential dangers of the situation (not knowing the language of the foreign country, not being aware of the intended destination, not having health insurance, not having evaluated the risk of being sent away and violating migration legislation or becoming an irregular migrant, or being caught by law enforcement officials with forged documents, and so on). Furthermore, personal statements from victims in these situations are often abstract, uninformed, often hiding aspects of reality to conceal potential suspects. Individuals who are traveling through Lithuania to other EU countries often encounter human trafficking activities; however, disclosing and proving this is difficult, especially if the exploitation takes place in another country than Lithuania, which is just an interim stop for transporting such persons with forged personal identity documents to other countries. For those persons mentioned above and others who in reality constitute such vulnerable third country nationals, the extent of the risks that they face make up the necessary pre-conditions to exploit, and intimidate them, as their situation is very complicated, and the implementation of pre-trial investigation is difficult.

Furthermore, it is also difficult to execute pre-trial investigation and there are problems related to legal cooperation with third countries, i.e. with the countries of origin of victims of human trafficking, as the legal mechanisms of Ukraine, Nepal, or of China are vastly different. For instance, according to Ukraine's rules of criminal procedure, any witness in a proceeding can refuse to testify and in matters of human trafficking, in frequent cases the victim avoids giving fair testimony, which leads the investigation into a stalemate. Another difficulty – in order to determine the flow of funds in an international human trafficking network, obtaining information from third country banks is essential. However, this information exchange is often severely impeded, resulting in an analysis which is compromised. In international pre-trial investigations, the creation of a Joint Investigation Team (JIT) is also made difficult, considering that countries are often not yet prepared for that kind of effective legal cooperation (carrying out translations, officials attending missions, utilization of funds for joint investigations, and so on). For example, the prosecution does not cover funds of the law enforcement institutions of Ukraine intended for JIT financial arrangements, and officials are forced to finance costs incurred from personal funds. However, according to the European Union's agency Eurojust, in criminal cases involving legal cooperation between member state agencies, the applicable JIT financing model does not allow the institution to transfer funds into a personal account. In view of this, and considering other European Union countries, an effective method of legal cooperation with third countries is not viable or workable.

It is also necessary to mention, that there are countries in which social character respecting the injured party and data provision restrictions are applied to the

INTERVIEW WITH ANETTE BRUNOVSKIS

potential or recognized victim of human trafficking and, as a result, the criminal process in human trafficking cases takes too long. For example, in order to prove legally binding criminal responsibility for cases of human trafficking, it is necessary to demonstrate personal vulnerability (as a qualifying trait); and one is required to obtain information about the victim's material situation, living environment, currently held immovable assets, wages and income, all of which can only be obtained from the victim's country of origin. In this case, access to such important information is possible only by means of a request for legal assistance, therefore, with some countries it is in reality not possible to do.

Preliminary investigations become problematic also when third country nationals give evidence in court about human trafficking as supporting proof. During pre-trial investigation, third country nationals' testimonies are initially heard by preliminary investigation officials, whereas later in the questioning, they are heard by the pre-trial investigation judge. Usually, that kind of questioning is carried out in relation to suspects who are not present themselves, because at the time they are either not identified or not detained, on the grounds that the evaluation of the provided statements according to case-law is not considered as independent evidence. Furthermore, it is difficult, or almost impossible, to assure participation in court of a victim from a third country (either by reason of the unwillingness of the victim to participate in the judicial process in Lithuania; or not having the opportunity to purchase a ticket; or not compensating this individual for excessive legal expenses). Questioning from a distance in this case is also almost impossible, as the European Investigation Order (EIO), which facilitates this kind of information gathering, does not apply in third countries.

The following topics were debated in detail at the *Lithuanian National Fight Against Human Trafficking Coordinating Committee* meeting:

- information exchange of limited legal mechanisms with the countries of origin of the victims of human trafficking;
- complex confirmation of evidence before the court of third country nationals;
- different third country law enforcement officials in relation to human trafficking as a crime, and treatment of victims;
- pre-trial investigations and questions of helping third country nationals.

It should be noted that, as regards certain problematic issues, decisions were adopted, and appropriate action taken to address these at a national level. However, attention was also drawn to the fact that certain difficulties of pre-trial investigations cannot be resolved at the national level alone and require combining forces at the international level. Finally, solving other more crucial problems requires unrelenting promotion of the human trafficking issue and time.



Dr Anette Brunovskis, Researcher at the Norwegian research institute Fafo



Jan Austad, Specialist Director on Human Trafficking in the Ministry of Justice and Public Security of Norway

Anette Brunovskis is a Sociologist and researcher at the Norwegian research institute Fafo. Since 2002 her main research focus has been on human trafficking, and she has conducted studies in the Nordic and Baltic region, as well as in the Balkans.

You are born and raised in Norway by a Latvian father and Norwegian mother. Your family history seems to reflect the close ties between the countries in the Baltic sea region?

- Yes, I am in many ways a product of the links that connect the countries in our region, and my family's history is also reflective of the region's history. My grandparents and my father - only a young child at the time - were among the thousands of refugees that fled the Baltic States during World War II. They endured a tumultuous journey as they fled and protracted period as displaced persons in refugee camps for several years following the war. Eventually, they settled in Norway, a country my grandparents already felt close to and familiar with through love of Norwegian literature and music. But even further back in my family's history there were close ties across the Baltic Sea - my Latvian grandmother had Swedish ancestry stemming back to the 1600s, when what is Latvia today was a part of the Swedish Empire. The period I grew up in, with the Iron Curtain as a very real division between our countries, turned out to be only a historical anomaly. The contact and collaboration we have today is a natural progression of historical ties and commonalities between our countries.

You have followed the human trafficking field closely since the early 2000s as a researcher and you have recently completed a PhD dissertation in Sociology on human trafficking policy. What, in your opinion, are the most important research topics today?

- We need to study how policies actually translate into practice, and not least, what are the effects and consequences for victims of trafficking. This is a matter of great concern and has been one of the central themes that I have examined in my PhD. We need to be aware of how international so-called “best practices” function in different ways in different countries, because these practices do not enter into a vacuum, but into an existing policy space and interact with legislation and practices that will ultimately shape the actual outcomes. Human trafficking policies are to a large extent very internationally driven and shaped by concerns about and disagreements on how to approach transnational prostitution. Many of our policies and frameworks for understanding human trafficking were not initially developed on the basis of what we observed happening in our countries, but rather stemmed from international obligations and what was observed elsewhere. Sometimes the common language that we use on human trafficking can mask that there are great differences in how this issue is understood and dealt with by countries. What works in one setting, may not necessarily be a good solution in another, which is incredibly important to keep in mind not least in international cooperation in this field.

You mentioned different understandings of and responses to prostitution, but one development in international discussions over the past few years has been a shift of focus away from prostitution and more towards labour exploitation. What is your take on how this will shape discussions and research on human trafficking?

- This shift brings with it some incredibly interesting issues that highlight some of the more fundamental issues in how we approach human trafficking. I am in the process of completing a research project on labour trafficking together with my colleague Anne Mette Ødegård at Fafo. She has researched labour migration, working conditions and social dumping for about as long as I have worked on human trafficking. We are now bringing our two fields together.

I see strong similarities in what was challenging in the prostitution field 15-20 years ago in terms of conveying the essence of human trafficking to a broader range of actors in the labour market.

Can you explain more in detail?

- There seems to be a fairly widespread idea that human trafficking for labour exploitation only covers the most obviously coercive situations, where people are physically stopped from leaving the situation they are in and subjected to physical violence and threats. This is a reminder of the early days of focus on trafficking for prostitution. There is definitely a very large potential to educate and inform about what is actually covered by this legislation. There is also the greater issue of whether the approaches we use to deal with human trafficking, which were developed

very much with a particular group of victims in mind, are working that well when it comes to labour trafficking, not least in terms of identification of trafficking and for assistance to victims.

What are some of the differences that you observe in these fields?

- One issue is gender and gender specific needs. While women can obviously also be subjected to labour trafficking, there is an over representation of male labour migrants in our region, and consequently also potentially more male victims of labour trafficking. This raises questions about victimhood, since there is a tendency not to recognise men as victims to the same extent as women and definitely not as children. So, there's the issue of identification of victims and recognition of exploitation with this group. Gender can also play into discussions and understandings of needs in terms of assistance, both for trafficked men and for those who help them, and men may be more reluctant to express vulnerabilities.

Politicians reacted quite personally and emotionally when confronted with trafficking for prostitution. Does this differ to labour exploitation?

- At a more overarching level I think there are questions to be raised about the political will to address labour trafficking, compared to the great commitment and outrage that we saw in the early days of attention to trafficking for sexual exploitation. I think it is clear that the plight of an exploited adult male labour migrant does not invoke the same emotional response as a young woman in prostitution. But I think there are also other issues tied to the more complex institutional landscape that govern our labour markets and labour migration, than there is to the small and fringe phenomenon of prostitution. Efforts against human trafficking for labour exploitation need to be integrated with institutions that address working conditions and regulate the functioning of a labour market with free movement of labour in a very different way.

You have recently concluded a study on labour exploitation in Norway, and we look forward to seeing if the results will form the foundation for new policies in this field.

POLAND: HUMAN TRAFFICKING AND HOMELESSNESS



Dr Julia Muraszkiwicz, research manager at Trilateral Research¹³

Towards the end of 2019 Poland has been said to be experiencing an economic marvel. 'Between 2016 and 2018, GDP growth accelerated to 4.3 percent, employment jumped by 2.5 percent and unemployment fell to a record low of 3.9 percent.'¹⁴ Yet the growth is not uniform and the number of people living in extreme poverty has recently increased by 1% (in a population of 38,645,240 people)¹⁵, leaving individuals on the peripheries, caught in a social environment of homelessness, addiction and victimisation. This has become the perfect breeding ground for those seeking to exploit vulnerabilities and make a profit from human trafficking. Such environments have also been exploited in other parts of the world: a 2017 study in the United States interviewed 911 homeless people, aged 17 – 25, and found that nearly one in five people was a victim of human trafficking.¹⁶ A 2019 Atlanta Youth Count 2018 Community Report found a staggering prevalence of trafficking for the purpose of labour and sexual exploitation amongst homeless youth; 36.7% of surveyed youths (out of a total of 641 surveyed) were subjected to one or more forms of human trafficking while homeless.¹⁷ Poland is no different.

In the last six years a total of 1,787 people sought help from the National Consulting and Intervention Centre for human trafficking in Poland. Although national statistics show Poland to be a country of origin and destination, this short piece focuses on Poland as a country of origin. In just three months (January – March 2019) the UK National Referral Mechanism (NRM) identified 24 Polish nationals as victims of human trafficking; in reality the numbers are likely to be higher. Sweden identified 2 victims of human trafficking in 2016, 3 in 2017 and 4 in 2018. Amongst the population there is an increasing vulnerability to labour trafficking, '[m]en and women from Poland are subjected to forced labour in Europe, primarily Western and Northern Europe...[and] in recent years, large numbers of Poles were identified as victims of labour exploitation in the UK, Germany and the Netherlands. Regarding the exploitation of foreigners in Poland, based on scientific research, it is believed that the exploitation is most common in agriculture, construction sectors and food industries.'¹⁸ The question remains - how are these individuals recruited?

The author of this piece spent over three years helping male victims of human trafficking in a UK safehouse after they escaped their trafficking situation.

A common thread united many of them; homelessness. These individuals were largely homeless in Poland prior to their exploitation, acting as a launching pad for their recruitment, and/or were homeless after their time at the safehouse came to an end. A common story began with a homeless man being approached at a train station, a soup kitchen, bus shelter. He was offered a job in the UK, transport and accommodation. But there was little time to decide, the bus was leaving tomorrow. "Are you in?" the trafficker would ask. The victims' thought "what have I got to lose, I'm in". They were then moved to the UK, into accommodation that was below any decent standards. They were found jobs through recruitment agencies in legitimate industries – warehouses, food packaging, recycling plants – but they did not receive their wage, that went to the traffickers. Psychologically abused, not knowing the language, saturated with alcohol with no access to their documents or banks that were set up in the names, they were exploited. Forced to work to pay off non-existent debts and coerced into applying for numerous credit cards and benefits. All accounts were hard to untangle once free from their traffickers.

The literature on why people become homeless is vast¹⁹, and will not be repeated here, save for that homelessness follows as a result of complex events in the individuals' lives and/or socio-political contexts in the country of residence. The latter includes environments in which high unemployment, natural disasters, poor social care, recession or state policy that leads to an increase in poverty (e.g., austerity measures) are present.

In 2018, 30,330 homeless people were identified in Poland in the nationwide homelessness survey, of which over 83% were men and over 16% were women.²⁰ The demographic analysis showed that on average the homeless persons were between 41 and 60 years old; with most having a basic or vocational education. As a source of income, they were largely in receipt of benefits, with some receiving a disability pension. These realities mirror those of human trafficking victims exploited across Europe. As do the features of poverty, social exclusion and social marginalization.

Why can homelessness lead to trafficking? Drawing on broader perspectives as to what is an underlying factor of trafficking, one constant always remains: vulnerability. Vulnerabilities corrode individuals' opportunities, whilst creating openings for others to exploit them; creating an imbalance of power.²¹ To draw on the work of Ruth Sample:

*"[m]aking use of a person's vulnerability or need for the sake of advantage is our basic way of understanding exploitation. We can in turn understand this vulnerability in terms of a set of human capabilities and their concomitant functioning. Exploitation occurs when the value of an individual is not appropriately respected. This can happen when their human capabilities are ignored in the course of an interaction or relationship of mutual benefit; or when we take advantage of injustice to profit from that interaction or relationship; such as when we inappropriately commodify something."*²²

Sample considers the vulnerability emanating from extreme dependency as a result of an inequality in bargaining power; which is clearly visible when one party is homeless. A position of unequal bargaining power leads to 'the person who has the greater power in the relationship [using] it to gain the advantage in a way that fails to respect the other person in the relationship.'²³ This inequality can arise from past injustices and background conditions, including homelessness. Other prominent theories can also be used to explain and describe the phenomenon of human trafficking amongst the homeless population, e.g., the established in human trafficking push & pull theory.²⁴ We could also bring forth victim-offender interface notions such as social learning theory²⁵ or the rational choice theory, but ultimately without vulnerability the meeting in a time and space of a determined and capable trafficker and an appropriate potential victim would not bring about exploitation. As aptly summarised by Morrissey, human traffickers typically search for 'victims the way lions look for a herd. . . they look for the easy target.'²⁶

The state of homelessness erodes dignity and resilience. Lack of income, scarcity of work and a dearth of social networks push a person towards the luring offers made by traffickers. In homelessness we find a phenomenon with several overlapping dimensions of marginalization, the consequences of which are varied but undoubtedly include a heightened risk of human trafficking. These issues materialised in a recent (2019) Polish case where a man indicted for human trafficking was sentenced to five years in prison by the Białystok District Court. He was accused of promising a homeless woman a job in Britain, which in reality, turned out to be a situation of forced marriage.²⁷ In addition to this incident, the defendant was also charged with two further attempts of human trafficking of two other women. According to the prosecution, in each case the man sought to manipulate the women's difficult situation related to their homelessness and lack of a livelihood. The prosecution's findings showed that the women were recruited in Białystok's homeless shelters. This case was reported widely across the Polish media but does not stand alone. In fact, the Polish media have drawn attention to the plight of homeless persons to trafficking for over five years; correctly recognising, although not unambiguously unpacking, homelessness as a vulnerability factor. This is important as news stories have the power to shape attitudes, whether officially in policy or not (more below). In 2015 Polish news reported that the District Court in Opole (Poland) sentenced four defendants in a case of trafficking in human beings which concerned the homeless.²⁸ The victims were three men whom the defendant had misled by saying that they would get a legal job in Sweden, then transporting them there and forcing them to commit crimes. The defendant recruited the poor, the unemployed, the homeless and those addicted to alcohol.

The hierarchy of needs – as explained by Maslow – further explains why homeless persons are particularly exposed to the risk of trafficking. This is well summarised by Meshelemiah and Lynch: 'In terms of human-trafficking, Maslow's hierarchy of needs can help practitioners understand why victims are drawn to and controlled by traffickers...[highlighting that] risk factors for victims include homelessness, prior neglect and abuse, and poverty. A lack of housing, food, clothing, safety, and financial security cover most of the two rungs of basic needs in Maslow's hierarchy.

Traffickers are able to offer these things to victims, which both draws victims to traffickers as well as makes it difficult to leave.'²⁹ In addition, the experiences that homeless persons have when spending time on the streets are important, including the adoption of risky survival behaviours such as the selling of sex, excessive consumption of alcohol and drugs, and engaging with criminal groups, all which may increase their chances for trafficking victimisation. In addition, their life is characterised by discrimination, violence, unfavourable economic conditions and a lack of access to appropriate services and institutions. These also make up risk factors that are understood within the broader human trafficking discourse, and more importantly are factors which should be used to assist policy makers and other stakeholders in identifying areas for intervention and prevention. Nevertheless, policy is lacking.

Homelessness in Poland is undoubtedly a serious social issue and constitutes a key driver for the risk of trafficking. Yet the two topics are not discussed in parallel. There is no targeted preventive social and economic policy that recognises homelessness as a risk for trafficking. For instance, the 2016-2018 National Action Plan on human trafficking did not mention homelessness. The National Action Plan against Trafficking in Human Beings for 2019-2021 (still in draft) is the successive document setting out tasks in the field of preventing trafficking in human beings which also regrettably fails to address homelessness. Conversely, it does highlight that those who are particularly at risk are the unemployed, those who also have an alcohol problem, or have come into conflict with the law in the past. Even with this recognition, prevention continues to predominantly focus on raising awareness through organising events and the dissemination of knowledge on the phenomenon of trafficking in human beings among schoolchildren and students through the organisation of information meetings. This is by no means enough.

Of course, it is important to highlight that the topic is not ignored altogether; on 13 June 2019, a specialist conference on homelessness and human trafficking took place at the headquarters of the Mazowieckie Voivodship Office in Warsaw.³⁰ NGOs, law enforcement and local authorities attended and began pushing policy change through the means of discourse. The key question now is whether events such as this, coupled with the reports by the media will cultivate a disposition to any significant change in policy. The question remains of whether this momentum will come to a halt and remain as a process of raising awareness; awareness raising being the main go-to tool for Poland with regard to preventing human trafficking.

In addition, further initiatives are needed in order to properly prevent human trafficking and suitably protect its victims. Specifically, the breadth of stakeholders should convene to look more deeply into an additional issue emerging in Poland, namely of homeless foreigners. These are people who decide to stay in Poland for protracted periods without any means, often without formal resident status. The inflow of such people is increasing – and is a new group of homeless people presenting a new challenge for social and human trafficking policy.

INTERVIEW WITH KARIN GYLLENRING



Karin Gyllenring, lawyer and founder of Asylbyrå

Karin Gyllenring is a lawyer who specialises in asylum and migration law and who is also the founder of the Stockholm-based law firm Asylbyrå (The Asylum Law Firm). In her work as a migration lawyer she often comes across potential victims of human trafficking and she is very active in issues related to human trafficking and has on a voluntary basis worked with the trafficking centre Safe Havens, run by the Swedish Salvation Army, and the Swedish Civil Society Platform against Human Trafficking.

As a lawyer specialising in asylum- and migration law, in what situations do you come across potential victims of human trafficking and what is your role in these situations?

- The first time that I came into contact with a victim of human trafficking was in 2009 when a woman came into my office wanting to apply for asylum in Sweden. During the initial consultations, it turned out that she had just managed to break free from a trafficking network which had exploited her for prostitution during a period of two years. I helped her to report the crime to the police and in parallel with the police investigation I also initiated an asylum process. The main reason that this woman came to me was not to initiate a criminal process but to apply for a residence permit in Sweden, but out of client loyalty I felt that I had to stand beside her also in the criminal process as the two issues are connected. I also believe that the knowledge that there was an ongoing process for long-term protection in Sweden gave her a sense of security throughout the criminal trials.

Usually, what people want is long-term protection in Sweden, rather than a criminal process. In my experience, victims rarely report their experiences of trafficking to the police. The victims of human trafficking that I meet are those who do not have residence permits in Sweden and who come to my office because they want to find a way to stay in Sweden. As a migration lawyer, it is my task to look for possible grounds on which you could apply for residence permits for these persons. I also take on assignments as counsel for victims of human trafficking in criminal trials, but this is only a very small part of my work. Since 2009, I have met both people who have been exploited in Sweden for many years before coming to me and those who have just arrived in Sweden. Many victims who are trafficked upon arrival in

Sweden have been promised conditions completely different from those that they are faced with when they arrive here. I have met victims of labour exploitation and domestic servitude but the most common form of exploitation that I meet is sexual exploitation.

During the years that you have been working with these issues, have you been able to observe any trends in the forms of exploitation that victims are subjected to?

- It is difficult to get a correct understanding of the prevalence of different forms of exploitation as, of course, many cases go unrecorded. However, I have been able to observe an increase in the number of cases of labour exploitation. During the last couple of years, there have been legislative changes made aimed at increasing labour migration which I suspect have made it easier for traffickers to recruit victims with the promises of Swedish work permits. Many vulnerable people are made to believe that if they come to Sweden and work for the trafficker, they will automatically receive these permits.

In what stages of exploitation do you often meet presumed victims of labour exploitation?

- It depends, I can come into contact with presumed victims both at a stage when the exploitation is still ongoing and after the victim has been able to leave the situation of exploitation. One situation of exploitation that I often face is when people contact me wanting to apply for asylum and, in parallel with the asylum process, also work in Sweden and are exploited in this job. The reason why many asylum seekers also work is that this work could potentially result in a work permit, which could be an alternative way to get to stay in Sweden. However, there are employers who take advantage of this vulnerable situation and subject people to different forms of labour exploitation. The exploitation might not always reach the legal requirements for the crime of human trafficking, but it is definitely a situation of exploitation. Furthermore, not all victims want to report the situation to the authorities as the employment could potentially lead to a work permit, which is so important to them that many victims are ready to do anything. It can be very frustrating to meet these clients and hear about the situations that they are in. In the end, it is up to the person to decide whether she or he wants to report the situation or not and many victims actually choose to remain in exploitative situations.

Do victims generally tell you about their experiences of human trafficking when they first contact you or is that something that you normally discover later on during the asylum process?

- It differs from case to case. Normally, the main reason why victims want to apply for asylum in Sweden is to seek protection from the traffickers, and then they will tell me about their background in the initial stages of the process. However, I do also feel that I am able to see the indicators of human trafficking in a potential victim much quicker now than I did in 2009. I am also, on occasion, appointed as a public counsel for a presumed victim by the Migration Agency or the Border Police

in cases where there is a suspicion that this person is a victim of human trafficking and then I am of course aware of this from the start.

In your opinion, is there sufficient awareness and knowledge in the Swedish national authorities about human trafficking among migrants?

- The national authority which I have most contact with is the Swedish Migration Agency and, in my opinion, the Migration Agency generally has a good knowledge on issues related to human trafficking. It can of course differ slightly from case to case but overall, I think that the Migration Agency is doing a really good job with regard to this issue. However, the same can unfortunately not be said for the Border Police. The role of the Border Police is to protect Swedish borders and to expel irregular migrants from Swedish territory. As a result of this, my experience is that irregular migrants are, quite frankly, treated like criminals and many potential victims of human trafficking are placed in migration detention. There is currently a political will for seeking a higher number of trafficking convictions in Sweden and I do not think that putting the most important witness in any trafficking trial behind bars is a good first step towards achieving this goal.

Would you say that there is a conflict between the identities of being an irregular migrant and a victim of human trafficking?

- Yes, that is a problem. In general, being a victim of a crime is more highly regarded than being a migrant and that discrepancy will also affect the treatment that you receive from the state. One example of this is the fact that the Swedish law is constructed in a way that requires you to report a crime in order to get access to the reflection period of 30 days that victims of trafficking should have access to. The political push to expel irregular migrants from the country as fast as possible also risks sending victims of human trafficking right into the hands of the trafficking networks.

To what extent is the support available to victims of human trafficking dependent on their residence status?

- I would say that it is entirely dependent upon the victim's status. The assistance that is available to the victim if s/he does not have a residence permit in Sweden is mainly restricted to the assistance offered by local NGOs through projects such as Safe Havens, which is a trafficking centre located in central Stockholm. These non-governmental organisations do incredible work for victims who, for different reasons, cannot access the support offered by the Swedish state.

What are the main problems that you have been able to observe with regards to migrant victims of human trafficking in Sweden today?

- One issue that I am concerned about is the structural problems in the cooperation between the Swedish social services and the Migration Agency. In most cases, the social services are responsible for providing shelter and assistance to victims of

human trafficking who are residing in the municipality. However, if a victim chooses to apply for asylum then the Migration Agency takes over the responsibility for providing housing to this victim. This is something which can make victims hesitant to apply for asylum and the results for a possible future asylum process can be devastating.

What is your personal driving force in working with issues related to human trafficking?

- I had never planned to specialise in human trafficking issues and did not have any specific knowledge on human trafficking issues when the woman who had been subjected to human trafficking for sexual exploitation first came to my office in 2009. However, as a result of meeting her, I began to understand how widespread this issue is and how many of my clients have been exploited in this way. Upon realising the extent of this problem, I saw it as my duty to assist these people not only with their migration process but with their entire situation as a victim of human trafficking.

Interviewed by Mathilda Höglings, CBSS TF-THB.

COUNTRY PROFILES

This section comprises country profiles of the CBSS Member States.

Each country profile gives a brief overview of recent developments and emerging trends in human trafficking as well as the efforts of the CBSS Member States in this field. It provides an overview of on-going projects and initiatives, legal and institutional frameworks, coordination mechanisms, main stakeholders, their mandates and also statistical data for 2016 - 2018.

DENMARK



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

Denmark is primarily a country of destination and transit for victims of human trafficking for sexual exploitation, forced labour and forced criminality. Victims come from countries in Africa, Asia, South-Eastern Europe, and Latin America and many different nationalities are represented amongst the identified victims.

In 2016-2018, a total of 316 victims of human trafficking were identified in Denmark. However, there are suspicions that many cases of human trafficking go unrecorded and the Danish Centre against Human Trafficking (CMM) estimates that the real extent of this crime exceeds the official numbers.³¹ A majority of victims are identified in connection with police actions and only to a lesser extent through social measures.³² There are individual victims of many different nationalities, however, most victims originate from only a few countries and over the last twelve years the largest groups have come from Nigeria, Romania, Thailand, Uganda, and the Philippines.³³ Women from Nigeria who are trafficked for sexual exploitation have long constituted a large group of victims. The majority of female victims are exploited for sexual exploitation whereas the majority of male victims are exploited for forced labour and forced criminality.

Human trafficking for sexual exploitation has long been by far the most commonly identified form of human trafficking in Denmark but in 2018, due to the uncovering of a large group of victims who were trafficked for labour exploitation, it dropped to the second most commonly identified form of exploitation. Moreover, the number of identified victims of human trafficking for sexual exploitation in 2018 was the lowest in ten years. A general trend in human trafficking for sexual exploitation in Denmark is a move away from street prostitution towards more “invisible” forms of prostitution, such as escort services.³⁴ CMM points to the possibility, that this development might lead to a decline in the number of identified cases of human trafficking for sexual exploitation as these forms of sexual exploitation are harder to uncover.³⁵

In 2018, human trafficking for forced labour was for the first time the most commonly identified form of human trafficking in Denmark. This was due to the uncovering of a group of 30 men from the Philippines and Sri Lanka who had been exploited for forced labour in the transport sector.³⁶ The men were discovered when the police, the Danish Tax Agency and the Danish Working Environment Authority carried out a joint operation in the city of Padborg. They were later identified as victims of human trafficking by CMM.³⁷ Human trafficking for forced labour in Denmark occurs in sectors such as trucking, construction, domestic service and restaurants through measures such as debt-based coercion, withheld wages, abuse, and threats of deportation.³⁸ Forced labour also occurs in sectors where there is a widespread use of subcontractors.³⁹ Victims of human trafficking for forced labour are mostly found in workplaces or private homes where the exploitation is not visible, something which can make it difficult to come into contact with this group.⁴⁰ Many victims are men who come from poor backgrounds and who have had trouble finding permanent work, therefore choosing to leave their country of origin in order to be able to provide for their families.⁴¹ There has also been one instance of an au pair being exploited for forced labour.⁴²

A group which is especially vulnerable to human trafficking is undocumented migrants.⁴³ For victims of human trafficking who lack residence permits it can be difficult to leave a situation of trafficking as any contact with the authorities is likely to cause registration, detention, and deportation.⁴⁴ Children are an especially vulnerable group amongst undocumented migrants.⁴⁵ In Denmark, unaccompanied children, particularly Moroccan boys, are trafficked for sexual exploitation, forced labour, and forced criminality such as drug trafficking and theft.⁴⁶ CMM has over the years received increasing reports about North African boys and young men who are exploited by criminal networks for forced criminality.⁴⁷ As part of the exploitation, the boys are often being turned into drug addicts and rewarded with drugs after having committed crimes ordered by the perpetrators.⁴⁸ The boys are also subjected to violence and sexual abuse and many receive death threats.⁴⁹ In addition to the developments and trends in the human trafficking situation there has also been a general shift in the media framing of human trafficking in Denmark over the last decade. Since 2010, the media has increasingly focused on human trafficking in other sectors than prostitution, reflecting both an increase in these kinds of cases in Denmark and a more complex understanding of human trafficking as a labour issue.⁵⁰ Moreover, the migration crisis has had a clear impact on the media framing of human trafficking and in the aftermath of the crisis, more attention has been paid to the connection between human trafficking and migration.⁵¹ Overall, the media framing has changed from mainly depicting human trafficking as a matter of prostitution to presenting it largely as an issue of migration.⁵²

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

Since 2002, Denmark has adopted five separate National Action Plans aimed at combatting human trafficking. In March 2018, Denmark introduced the latest National Action Plan (NAP) against Human Trafficking for the period of 2019-2021, which builds on earlier efforts in the field. The four pillars of the new NAP are: 1. Prevention and outreach work, 2. Identification, assistance and support, 3. Prosecution of perpetrators, and 4. Knowledge and coordination between actors.⁵³ The pillars are intended to complement each other in order to produce a collected and strong effort against human trafficking.⁵⁴ The NAP is focused on equipping relevant actors to be able to identify signs of human trafficking and on making efforts in the field more flexible and the ambition of the plan is both to assist victims of human trafficking and to stop the perpetrators.⁵⁵

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

The **Equality Department**, under the leadership of the Minister for Equality and currently operating under the Ministry of Environment and Food, chairs the **Inter-Ministerial Working Group on Human Trafficking**, which has the overall responsibility for coordinating government efforts in combating trafficking in human beings.⁵⁶ The working group includes representatives from the Danish Working Environment Authority, the Ministry of Employment, the Ministry of Social Affairs and the Interior, CMM, the Ministry of Justice, the Director of Public Prosecutions, the Danish National Police, the Danish Agency for International Recruitment and Integration (SIRI), the Ministry of Health, the Danish Tax Agency, the Ministry of Taxation, the Ministry of Foreign Affairs, the Ministry of Immigration and Integration, and the Danish Immigration Service.⁵⁷

The Equality Department is also responsible for ensuring the implementation of the National Action Plan.⁵⁸ However, the **Ministry of Justice** has the overall responsibility for implementing the National Action Plan with regard to police and criminal law efforts and the **Ministry of Immigration and Integration** has the overall responsibility for implementing the National Action Plan with regard to immigration efforts.⁵⁹

The **Danish Centre against Human Trafficking (CMM)**, which operates under the National Board of Social Services and reports to the Equality Minister, was established in 2007 and today constitutes the core of the Danish nationwide effort to combat human trafficking.⁶⁰ CMM is responsible for coordinating and developing the assistance and support offered to victims of human trafficking, coordinating the cooperation between relevant authorities and for the collection and dissemination of information on human trafficking.⁶¹ CMM contributes to the identification of victims both through outreach work and through cooperation with the relevant authorities. CMM is tasked to assess whether citizens with a legal residence in Denmark are victims of human trafficking. CMM also educates relevant actors, such as aspiring police officers, embassy staff, and health professionals in how to identify signals that a person is a potential victim of human trafficking.⁶² Over the years, CMM has provided education to judges, prosecutors, the Danish Working

Environment Authority, the Danish Tax Agency, and NGOs.⁶³ CMM also operates a hotline where the police, as well as public and private actors and individuals, can leave information about suspected victims of human trafficking.⁶⁴

CMM has also established a nationwide reference group system which aim to ensure consistency in the national victim identification and support procedures for potential victims of human trafficking.⁶⁵ The system is made up of a number of regional reference groups as well as the **National Reference Group**, to which the regional reference groups report.⁶⁶ The National Reference Group consists of representatives from the Equality Department and CMM as well as relevant authorities such as the National Police, the Danish Prosecution Service, the Danish Immigration Service, the Danish Tax Agency and representatives from each regional group – amongst others NGO's and Unions.⁶⁷

Furthermore, CMM has together with the Danish Tax Agency, the Danish National Police, the Danish Working Environment Authority, and the Danish Agency for International Recruitment and Integration (SIRI) established an **Expert Group on the Prevention of Forced Labour**.⁶⁸ The purpose of the Expert Group is to exchange knowledge on human trafficking for forced labour in sectors where the risk of labour exploitation is high and to establish procedures for victim identification and referral.⁶⁹

CMM is also responsible for a working group focusing on the kingpins of prostitution. The working group consists of the CMM, the National Centre of Investigation (NCI), the Danish Tax Agency and representatives from local police districts. The working group meet twice a year.

The Danish National Police has the overall responsibility for police efforts to combat human trafficking.⁷⁰ Within the Danish National Police, there is the National Centre for Investigation (NCI), which supports and monitors the efforts of individual police districts against human trafficking and acts as a point of contact between the police and CMM.⁷¹ In order for CMM to be prepared to offer advice and support and to contribute to the identification of victims, the local police districts notifies CMM before police actions where there is a belief that they might encounter victims of human trafficking.⁷² On a regional level, the twelve local police districts in Denmark each have one appointed person who is specialised in human trafficking.⁷³ The Danish Tax Agency also notifies CMM on suspicions of human trafficking in connection with their control activities.

The **National Centre of Investigation (NCI)**, which is part of the Danish National Police, The **Public Prosecutor's Office**, and the **Danish Tax Agency** all have units which are specialised in anti-trafficking cases.

The **Danish Immigration Service** is tasked to assess whether asylum seekers and citizens from other states without legal residence in Denmark are victims of human trafficking and to provide accommodation and support to these victims.⁷⁴

Assistance and support offered to victims of human trafficking in Denmark is provided by the State, mainly through CMM, as well as by NGOs. *Reden International* (The Nest International) is an NGO which works with women in prostitution who are not Danish citizens and it has a specific focus on potential victims of human trafficking.⁷⁵

As part of the National Action Plan, *Reden International* runs a shelter for foreign women trafficked into prostitution. As part of this, they work to improve the living conditions of the women through measures such as health care and counselling

and provides support aimed at helping them to change their living situation.⁷⁶ In cooperation with CMM, Reden International also operates *Mødestedet* (The Meeting Place), which is a counselling centre for women in prostitution and which is connected to a free and anonymous health clinic.⁷⁷ Other NGOs which work with outreach work and support for victims of human trafficking as part of the National Action Plan are HopeNow and AmiAmi.

BEST PRACTICES

- In 2019, CMM updated its guidelines “Managing the Risk of Hidden Forced Labour – A Guide for Companies and Employers”, which serve as a set of guidelines for companies and employers in risk of being associated with forced labour. The guidelines have been prepared in consultation with a number of different stakeholders and they describe the risk of human trafficking for forced labour and how best to avoid being associated with such cases. Furthermore, the guidelines include checklists of several measures, which advantageously may be taken by companies to reduce the risk of forced labour in the supply chain.
- A project entitled “A strengthened effort to screen for human trafficking among unaccompanied minors” is being carried out by the Danish Red Cross, who runs most of the asylum centres in Denmark, including centres exclusively for children and youth. The purpose of the project is to identify and support unaccompanied minors in the asylum system who are potential victims of human trafficking. The project is aimed at ensuring children and youth receive protection in accordance with the Convention on the Rights of the Child as well as the Government’s Action plan to Combat Trafficking in Human Beings. The project was first implemented in 2017 and will run until 2020.
- Another initiative called “Human Trafficking and Forced Labour” focused on people who are potentially trafficked into forced labour within cleaning, building supply management, agriculture and forestry sectors. The outreach work was conducted in all areas of Denmark to establish contact with vulnerable migrants, identify more cases of forced labour within the selected sectors and to raise awareness of human trafficking. The project is being carried out by a Danish union, 3F, in collaboration with researchers from Aalborg University. The project was implemented in 2016 and will finish in the end of 2019.

A project called “Knowledge production and development of new methods in identifying victims of trafficking into escort and private/discrete prostitution” examined the area of trafficking and prostitution primarily offered through digital platforms. The project was carried out by a Danish NGO, HopeNow, and was monitored by a private consultancy, COWI. As an outcome of the project methods to contact and identify victims of human trafficking in escort and in private/discrete prostitution were developed. It also allowed to accumulate knowledge about the modus operandi within these forms of prostitution, and lastly to ensure cooperation and knowledge sharing between relevant actors.

STATISTICS 2016–2018

DATA ON VICTIMS⁷⁸

2016



Male 7
Female 114
Children 9
Unknown 6

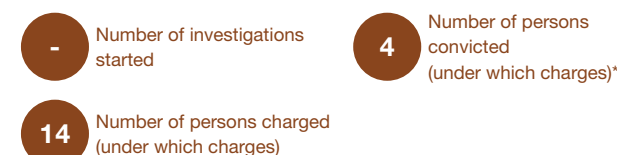
NATIONALITY

Nigeria 99	Burma 1
Thailand 5	Eritrea 1
Uganda 3	Ethiopia 1
Romania 2	Morocco 1
Somalia 2	Serbia 1
Afghanistan 1	Sudan 1
Bangladesh 1	Equatorial Guinea 1
Bulgaria 1	

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



2017



Male 8
Female 86
Children 3
Transgender 4

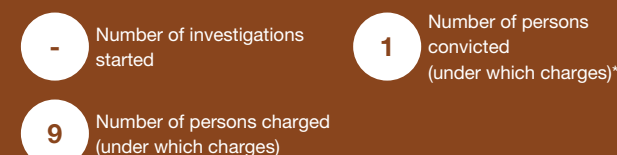
NATIONALITY

Nigeria 63	Tanzania 1	Zambia 1
Thailand 12	Gambia 1	Cameroon 1
Congo 3	Ethiopia 1	Romania 1
Ghana 3	Burundi 1	
Serbia 2	Sierra Leone 1	
China 2	Albania 1	
Brazil 1	Denmark 1	
Vietnam 1	Morocco	

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



2018



Male 51
Female 35
Children 10
Transgender 1

NATIONALITY

The Philippines 26	Romania 3	Dominican Republic 1
Nigeria 20	Kenya 3	Egypt 1
Morocco 8	Sierra Leone 2	Colombia 1
Vietnam 8	Ghana 2	Lebanon 1
Thailand 5	Uganda 2	Bosnia-Herzegovina 1
Sri Lanka 4	Syria 1	Mali 1
Bulgaria 4	Egypt 1	
Pakistan 3		

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



***Notes:**

It should be noted that there is a backlog in updating decisions on all areas in POLSAS. Data from previous years would not be reliable before 2 months after the end of a year. The data are analyzed based on information from the police case management program “POLSAS” and processed in Qlikview which is the management information system of the Prosecution Service. Reservation is made for typing errors. Data are dynamic and the number may change due to corrections or delayed updates of the data in POLSAS, new convictions etc.

Indictments/prosecutions and convictions have been calculated by the number of persons who have been prosecuted or convicted. The number of indictments in a single year does not correspond to the number of convictions in the same year. In consequence there will be a periodic deviation of the data. The data indicated was updated the 1st of June 2019.

ESTONIA



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

Estonia is mainly a country of origin and transit of victims of trafficking in human beings and in recent years is becoming also a country of destination. While the majority (85%) of the identified victims are Estonian nationals, the remaining few that have been identified in 2016 - 2018 (less than 10) are foreign victims, from Vietnam, Romania and the Russian Federation. One of the recent trends is the increasing number of foreign workers from third countries, outside of the EU, mainly Ukraine and Belarus. Inspection visits to work sites, mainly in the agriculture and construction sectors, and also calls to the anti-trafficking hotline, indicate that there are instances of irregular work and labour migrants experience exploitative circumstances (unpaid salaries, overtime and others). The exploitation is found mainly in the sectors of construction, agriculture, and cleaning, catering as well as other industrial sectors. These circumstances might lead to human trafficking. However, the government is attempting to control the situation and workers are informed about their rights and supported, if needed.⁷⁹

Most of the registered human trafficking crimes over the last years are still crimes of sexual exploitation, however the number of labour exploitation cases is slowly increasing.

In 2018, the number of cases of child trafficking decreased. In 2017, 67 cases of THB involving children were identified whereas in 2018 the number was 28. Children are mainly recruited through social media, also through chatrooms where they are usually asked to send revealing pictures and videos of themselves and are offered money or other goods for this activity. Sometimes they are talked into going on real dates with the perpetrators and in some cases sexual exploitation of the children may follow.

Experts report a rise in Estonian women, primarily young Russian-speaking women, recruited for sham marriages in Western Europe. After entering these marriages willingly, traffickers confiscate the women's passports and force them into prostitution or labour.⁸⁰

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

Estonia does not have a national action plan to combat specifically trafficking, but a National Action Plan for Reducing Violence (2016-2020)⁸¹ includes activities in the area of combating THB, such as awareness-raising, measures to reduce demand, training of professionals, providing assistance to victims of trafficking, and voluntary return of foreign victims of trafficking to their countries of origin.⁸²

Due to the increased indications that third country nationals might be exploited in Estonia and in order to proactively address the phenomena, the Ministry of Interior in 2018 developed an action plan for preventing illegal employment⁸³ in Estonia. The action plan includes various activities which address employment issues of foreigners working in Estonia. Part of the action plan was also to make amendments to national legislation. According to amendments to Aliens Act in 2018 the fine for legal persons who enable illegal employment was raised to 32 000 euros (before

it was 3200 euros). Amendments were also made to the Public Procurement Act, according to which the contracting authority does not make a public contract to any company that submits tender where it is known that the employer has been violating the conditions of legal employment in Estonia.

Estonia does not have a national referral mechanism, but a new guide to identifying and referring victims of human trafficking to services was finalized during 2019. The cooperation between the police, the Prosecutor's Office, the Labour Inspectorate, the Social Insurance Board and service providers as well as various ministries has produced a document that helps to understand whether a case is related to trafficking in human beings and at the same times provides guidance to authorities on how and with whom to exchange information to ensure that the victim has access to services. The first guide was compiled in 2009 and updated every few years thereafter, as the recent years have witnessed both legislative and institutional changes in regard to identifying and supporting victims. Most recently, for example, the NGO Living for Tomorrow's helpline for preventing trafficking in human beings and supporting its victims at +372 660 7320 joined the National Victim Support Service and is a part of the national service from spring 2019.

Provision of assistance to victims of trafficking is regulated by the Victim Support Act which stipulates that the assistance is provided to presumed and identified victims. Amendments to the Act entered into force on 1 January 2017 and introduced the concept of a presumed victim. A presumed victim of THB may be identified by the police, prosecution services, specialised NGOs assisting victims of THB (through outreach activities, information received through the anti-trafficking hotline etc.), labour inspectors, social workers and competent foreign authorities. These actors should inform the Social Insurance Board of having detected a presumed victim of THB, following which information is provided to the law enforcement authorities to initiate a criminal investigation. If no criminal investigation is initiated due to the lack of elements of the offence, the presumed victim of THB is entitled to specialised assistance for the duration of up to 60 days.⁸⁴ Moreover, the revised law also gives NGOs, in addition to the police and the National Social Insurance Board, the right to identify victims of trafficking.

Through amendments to Article 133¹ of the Criminal Code ("facilitating human trafficking"), adopted on 26 June 2017, the Estonian Parliament criminalised the purchase of sex from a victim of trafficking, with the knowledge that the person is a victim. However, no investigations have been conducted so far under this provision.⁸⁵ In 2019 the amendments to the Penal Code entered into force saying that (section 133 of the Penal Code) the offence may be committed for the purpose of gaining economic benefits or without it. The necessary elements of criminal offences related to human trafficking with respect to minors (section 175 of the Penal Code) were also supplemented similarly, now also emphasising that gaining economic benefits is not necessary.

Amendments to Labour Market Services and Benefits Act, that regulates the requirements to private recruitment agencies and temporary work agencies entered into force 20.01.2019. The amendments specify the requirements to private service providers, especially the prohibition of charging a fee from a job seeker. It clarifies the definition of job mediation services with the aim to avoid the situation where an agency argues that a fee was asked from a jobseeker for other services not for job

mediation. The act now also explicitly states that the agency shall not charge a fee from an employee for sending the employee for temporary agency work. Monitoring and surveillance of recruitment agencies was also strengthened by allocating this task to the Estonian Labour Inspectorate - a body responsible for surveillance and monitoring over employment relations and health and safety at work.

The new Child Protection Act entered into force on 1 January 2016. It focuses on the prevention of and early intervention into cases of child abuse, a multi-sectorial approach and an integration of services, as well as co-operation between the state and local municipalities. In January 2017 the first Children’s House was opened in Tallinn, later in Tartu. The Children’s House is a child-friendly interdisciplinary service for child victims of sexual abuse where children are interviewed and provided with necessary medical examinations, assistance and educational activities. The Children’s House is run by the Social Insurance Board and since 2018 is working with all the children in need from all over Estonia.⁸⁶

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

The Criminal Policy Department and its Analysis Division at the Ministry of Justice hold the post of the National Coordinator on Trafficking in Human Beings in Estonia. The National Coordinator is Estonia’s equivalent mechanism to the National Rapporteur. The National Coordinator’s tasks include co-ordinating the implementation of anti-trafficking policies, analysing crime statistics, collecting data and reporting to international organisations. Furthermore, it prepares the agenda of the meetings of the National Co-ordination Network, collects information on the implementation of the measures foreseen by the Strategy for Preventing Violence, as well as inputs and suggestions from stakeholders for the annual reporting to the Government.⁸⁷

The National Co-ordination Network meets at least twice a year, pursuant to an informal agreement by the stakeholders. Membership of the Network is open to agencies, NGOs and other relevant actors specialising in the prevention and combating of THB. While there are no specific criteria for being a member of the National Co-ordination Network, NGOs providing services to victims of THB

enjoy full membership.⁸⁸ No special anti-trafficking units are in place, but there are specialists in the police and prosecutor’s offices who have one of the main responsibilities to deal with the cases of human trafficking.

The Social Insurance Board contracts NGOs through a public tender to provide assistance to victims of human trafficking (the NGOs Elulii and SOS Children’s Villages). NGO "Elulii" offers emotional support and psychological counseling (crisis assistance, psychological rehabilitation, individual counseling etc.), and social counseling to adults. The Atoll Centre and the VEGA Centre of the NGO offer shelter and provide services to victims of trafficking for sexual exploitation and persons involved in prostitution. They are on call 24/7. NGO SOS Lasteküla (SOS Children’s Village) has five places for sexually abused, trafficked or unaccompanied children.

In addition to contracted NGOs, the network of victim support centres, which is run by the Social Insurance Board, has at least one victim support specialist in each county (altogether 27 people), mostly placed in police premises. Two caseworkers in Tallinn/Harjumaa are specifically dealing with THB cases and provide advice to colleagues if necessary.

BEST PRACTICES

- To provide better support for all victims of violence, including victims of human trafficking, The Ministry of Social Affairs introduced a national victim support hotline in addition to the specific anti-trafficking hotline. The general victim support hotline helps to identify more victims in need for help. The 24/7 free of charge hotline (116 006, when calling from outside Estonia, then +372 614 7393) has been in operation since January 2019. Counselling is provided in three languages: Estonian, Russian, and English. Also, the hotline can be contacted via chat or by e-mail (new website: www.palunabi.ee). The hotline is funded by the State and carried out by the Social Insurance Board.
- Cooperation with the private sector and the Hotel Association in Estonia has been further strengthened and already for 2 years in a row there have been cooperation seminars carried out. The first year the seminar was focused on raising awareness on THB and increased identification of victims of human trafficking, including all forms of violence against children in the hotels and restaurants sector and the second year the theme was corporate social responsibility, including subcontracting chains and paying fair salaries.
- Collaboration between stakeholders. The Ministry of Social Affairs provides annual funding for training different professionals on issues related to combating THB. The training covers social welfare staff, police officers, prosecutors, judges, labour inspectors, victim support workers and other professionals involved in assisting and protecting victims of trafficking. By way of example, in 2016 a joint training was organised for police officers, labour inspectors and Tax and Customs Board officers to improve their co-operation in identifying and investigating cases of THB for labour exploitation.⁸⁹ In 2018 the preparation for the cooperation training for police officers, prosecutors,

judges, labour inspectors and victim support workers started and in the process it was decided that general overview of the trafficking crime (aspects of crime, legislation, examples, assistance contacts, etc) is done through the study video, which is publicly available.⁹⁰ Its production was supported by the Swedish Government and the Swedish Institute through the HOF BSR project in the Baltic Sea Region. The video demonstrates how a criminal offence related to human trafficking arises, what the related legislation is and what the different authorities can do. In addition, it includes several sample cases that provide tips and ideas for solving real cases. Also, we can say that regular cooperation with supervision visits to businesses are done by police, labour inspectors and Tax and Customs board inspectors.

- The “Survey of the Estonian Population in the Area of Sexual Violence and Trafficking in Human Beings 2016” was carried out by the Ministry of Social Affairs with the financial support of the Norway Grants. The survey indicated problematic attitudes towards sexual exploitation, which was considered by 26% of participants as “necessary because it helps to relieve men’s sexual tension and stress.” As a follow-up to the survey, an awareness-raising campaign “1 Life”⁹¹ was launched in January 2017 to raise awareness of THB and discourage demand for sexual services. Furthermore, a web-based survey was carried out among 300 respondents in the age group 15-55. Another outcome was the development of a new programme targeting sex buyers and awareness-raising activities which will be implemented in 2019-2022.
- In order to support and facilitate third-country nationals to settle in, and to reduce bureaucracy, Police and Border Guard Board began providing migration advisory services in 2017. In 2018, the service continued to be popular – their advisors provided 14 984 consultations, including 67 trainings in that year.
- In September 2019, a joint training event was organised for all police officers, including criminal investigators and migration supervisors, prosecutors, customs officers, labour inspectors and victim support staff responsible for tackling human trafficking and/or support its victims, to introduce the new guide to identifying and referring victims of human trafficking to services and promote cooperation. During the training, the topic of proving criminal offences related to human trafficking was discussed and the participants shared cooperating experiences and practical knowledge as well. In addition, they were educated on working with clients with mental disorders, as the daily work of specialists shows that mental health disorders are prevalent, and today’s employees do not have enough skills to handle them.

DATA ON VICTIMS

2016



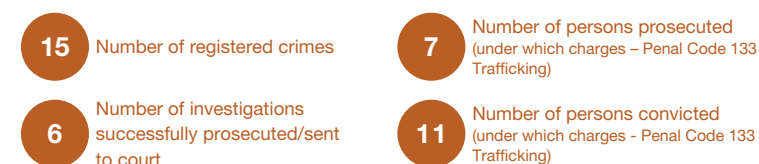
Male 2
Female 8
Children 1

NATIONALITY
Estonian,
Russian,
Nigerian,
Vietnamese

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



2017



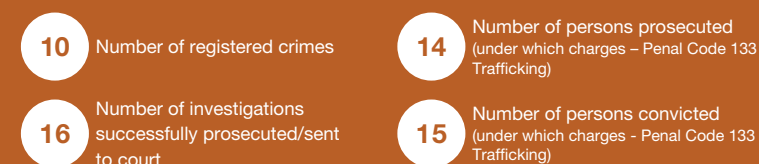
Male 2
Female 8
Children 4

NATIONALITY
Estonian,
Russian,
Nigerian,
Vietnamese

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



2018



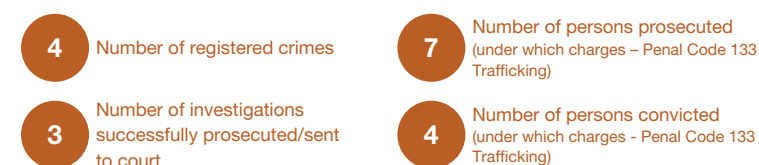
Male 2
Female 9
Children 7

NATIONALITY
Estonian,
Russian,
Nigerian,
Vietnamese

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



FINLAND



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

Finland is a country of destination, and to some extent a transit and source country, for victims of human trafficking. Victims mainly originate from countries in Africa, the Middle East, Eastern Europe and South-East Asia and the two main forms of human trafficking identified in the country are labour exploitation and sexual exploitation. In contrast to many other EU-countries, during the last few years most identified victims in the country have been victims of labour exploitation rather than sexual exploitation. However, this was not the case in 2018 as human trafficking for sexual exploitation was found to be the most commonly identified form of human trafficking amongst victims.

During the last couple of years, the numbers of identified victims of human trafficking in Finland have continuously been increasing and the numbers of victims from the period 2016-2018 are considerably higher than the corresponding numbers from the previous period. This increase has been considered a result of the surge of immigration to Finland in 2015 as well as an effect of an increased awareness of issues related to human trafficking in Finland.⁹² During the period 2016-2018, a total of 420 new victims were entered into the Finnish National Assistance System for Victims of Human Trafficking (NAS). Many victims originate from Somalia, Nigeria, Iraq and Afghanistan and most victims have been subjected to exploitation before their arrival in Finland. Many victims who have been exploited outside of Finland have been exploited in conflict zones, such as Libya, Iraq, Somalia, and Afghanistan.⁹³

The Finnish Authorities have traditionally mainly identified victims of labour trafficking while numbers relating to victims of sexual exploitation have remained low.⁹⁴ However, this might be changing as sexual exploitation was the most commonly identified form of human trafficking in Finland in 2018. Victims of human trafficking for sexual exploitation are most commonly women who are forced or pressured into prostitution.⁹⁵ Nigerian women remain a large group among the victims of sexual exploitation identified in Finland, though many of them have been exploited before their arrival in Finland, mainly in other countries in the EU.⁹⁶

In Finland, there is a considerable awareness of human trafficking for labour exploitation amongst national authorities as well as organisations and the numbers of identified victims of this form of human trafficking remain high. Human trafficking for labour exploitation is especially widespread in the restaurant and cleaning sectors, but labour exploitation has also been identified in the construction and agricultural sectors.⁹⁷ Most cases of labour exploitation concern small-scale operations, rather than large criminal networks.⁹⁸ Seasonal berry pickers, many of whom are Thai, continue to be especially vulnerable to labour exploitation.⁹⁹ Another group of persons who have been found to be particularly vulnerable to labour exploitation are individuals who have received negative asylum decisions and who are residing illegally in the country.¹⁰⁰ In these cases, there is usually mutual consent regarding the conditions of the employment in the beginning of the employment relationship, but as the work progresses the working conditions change considerably.¹⁰¹

Other forms of human trafficking than trafficking for sexual and labour exploitation have been identified in Finland only to a lesser extent. Human trafficking for forced criminality is rarely identified in Finland and only a handful of believed to be victims of human trafficking related to forced criminal activity have been identified over the last decade.¹⁰² There have as of yet been no reports of human trafficking for organ removal occurring in Finland, but there have been victims admitted to the NAS who have been subjected to this form of exploitation before their arrival in Finland.¹⁰³ As opposed to other Nordic countries, forced begging is not a commonly identified form of human trafficking in Finland and in the period 2016-2018 there were no identified cases of forced begging.

A form of human trafficking which has been receiving more attention in Finland lately is human trafficking for forced marriage. In late 2017, there were extensive public discussions about forced marriages and their occurrence in Finland as the Ministry of Justice published a report that it had commissioned on forced marriages.¹⁰⁴ In 2017 and 2018, forced marriage was the third most common form of human trafficking amongst identified victims in Finland. Many identified victims had been subjected to the forced marriage already in their country of origin but for some victims the situation either started or continued also in Finland.¹⁰⁵ Furthermore, child victims continue to be represented in the data on identified victims of human trafficking in Finland every year. However, in comparison with other Nordic countries, fewer child victims are identified in Finland.¹⁰⁶ According to a report conducted by HEUNI, one reason for this difference could be that fewer children arrive in Finland without a guardian than in other Nordic countries.¹⁰⁷ However, other countries, such as Sweden, are also considered to have clearer guidelines for identifying, encountering and helping child victims of human trafficking, a fact which could also impact on the number of identified child victims of human trafficking.¹⁰⁸

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

In October 2016, the Government launched a National Action Plan against Human Trafficking (NAP) for the period 2016-2017. The NAP presented nine different measures aimed at combating human trafficking in Finland and for each measure the related area of anti-trafficking action was specified: prevention of human trafficking, protection of victims, measures related to bringing offenders to justice, or collaboration with various actors.¹⁰⁹ The nine measures were: 1. Development of the coordination of anti-trafficking action and national cooperation, 2. Enhancing the efficiency of outreach work and improving the identification of and assistance for victims of human trafficking, 3. Monitoring of legislation related to assistance for victims of human trafficking, 4. Detection of human trafficking in official proceedings, 5. Measures taken by the criminal investigation authorities, 6. Enhancing the effectiveness of training related to action against trafficking in human beings, and increasing awareness, 7. Development of international anti-trafficking cooperation, 8. Development of research, and 9. Taking account of children's circumstances, best interests and rights during anti-trafficking activities.¹¹⁰ As of yet, no NAPs for 2018 and 2019 have been presented. The next NAP will be drafted and completed during 2020.

In 2019, an expert group appointed by the Finnish Institute of Health and Welfare created a National Action Plan on preventing violence against minors for the period 2020-2025. The action plan includes a section of recommendations regarding child victims of human trafficking and children at risk of becoming victims of human trafficking.

Finland is currently implementing measures aimed at better tackling human trafficking in the country. Various studies, as well as the National Rapporteur on Trafficking in Human Beings in the Office of the Non-Discrimination Ombudsman, have recognized the need for improvements in the Finnish system. The problems indicated in these reports have also been recognised in the Government Program of Prime Minister Antti Rinne of 6 June 2019, which includes proposals for a variety of measures aimed at improving the status of victims of human trafficking and ensuring that all victims of different forms of human trafficking receive equal assistance regardless of the progress of criminal proceedings in the human trafficking case. The overall goal of the measures is to strengthen the victim-oriented approach. In the Government Program, 150 000 Euros have been allocated for setting up and maintaining the national anti-trafficking coordination in Finland.

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

The Finnish Government has a coordination structure of action against human trafficking consisting of several actors: The Ministerial Working Group on Internal Security and Administration of Justice, the Meeting of Permanent Secretaries, the Secretariat Coordinating Government Action against Human Trafficking and the Government Anti-trafficking Network.¹¹¹

Since 2014, the Ministry of the Interior has had a fixed-term **National Coordinator against Trafficking in Human Beings**. The duties of the National Coordinator have included creating a framework for cooperation structures, coordinating the cross-governmental action against trafficking, contributing to international cooperation in questions concerning human trafficking and organising the work of the Anti-

trafficking Network.¹¹² The National Coordinator has also chaired the Coordination Secretariat consisting of representatives from key ministries that are involved in anti-trafficking efforts.¹¹³ In February 2018 the National Coordinator resigned, prompting an interruption of the work of the Secretariat and Network. In January 2019, an official within the Police Department of the Ministry of the Interior was appointed the new National Coordinator.¹¹⁴ In January 2020, the position of National Coordinator will be transferred from the Ministry of the Interior to the Ministry of Justice and a new National Coordinator will be appointed for the period 1 January 2020 to 30 April 2023. The new coordinator will be responsible for further developing the coordination structure of the Government.

The Non-Discrimination Ombudsman, previously known as the Ombudsman for Minorities, has held the function of National Rapporteur on Trafficking in Human Beings in Finland since 2009.¹¹⁵ The National Rapporteur is an autonomous and independent authority and tasks of the Ombudsman include monitoring phenomena related to human trafficking, preparing and commissioning reports about human trafficking and supervising the compliance with international human rights obligations and the efficiency of legislation in Finland.¹¹⁶ The Ombudsman also has the capacity to provide legal assistance and, in exceptional cases, assist victims of human trafficking in court proceedings.¹¹⁷ The Ombudsman regularly provides the Government and the Parliament with reports on the situation regarding human trafficking and also provides other actors who work with issues of human trafficking with advice, proposals and recommendations.¹¹⁸ The Ombudsman works in close cooperation with police, prosecutors and other authorities.¹¹⁹

There are no specialised anti-trafficking police units in Finland. However, identifying and investigating cases of human trafficking is included in the curricula of the Police University College and a web-based training package is available for all police officers. Furthermore, 650 police officers have gained specialist's training in the subject. Cases of labour exploitation are investigated by financial crime units whilst cases of sexual exploitation are investigated by units dealing with organized crime or sexual crime. Police officers who have gained specialist's training on human trafficking work in these units in order to guarantee a high level of the investigations in cases of human trafficking.

The police also have a network of commanding officers and trainers of human trafficking who meet twice a year in order to keep up to date about new trends of human trafficking as well as new methods of investigating. Moreover, the National Police Board has issued guidelines on dealing with cases of human trafficking.

In its Government Program, the new Government of Finland has declared the aspiration to create a nationwide police unit dealing with human trafficking. At present time, discussions are being held to determine whether such a unit would further enhance the police efforts in the fight against human trafficking. The possible creation of this unit will ultimately depend on the allocation of resources.

On 1 October 2019, the Finnish Prosecution Service established a system of specialisation, where 8 Senior Specialised Prosecutors are specialised in "Offences against Persons", a category which includes the crime of human trafficking. The duties of such a specialised prosecutor include acting as the prosecutor in nationally particularly demanding cases in her or his area of specialisation; if necessary, acting as the leader or a member of prosecutor teams and pairs handling

prosecution matters; providing expert support to other prosecutors in questions concerning her or his area of specialisation; acting as a special adviser for the Finnish Prosecution Service and the related stakeholder co-operation; development of prosecution activities and training prosecutors; participation in maintaining the national situational awareness and monitoring of phenomena in her or his area of specialisation; and acting as a liaison officer of the Finnish Prosecution Service in national and international matters.

An expert on human trafficking has been appointed to the Asylum Unit of the Finnish Immigration Service and the local branches of the Asylum Unit have liaison officers who are specialised in human trafficking and who can advise case workers in issues of human trafficking.¹²⁰ Furthermore, training in human trafficking is provided to all case workers in the Asylum Unit of the Immigration Service.¹²¹

The National Assistance System for Victims of Human Trafficking (NAS) was established in 2006 and is the national authority which is responsible for providing assistance to victims of human trafficking in Finland.¹²² NAS is also Finland's national centre for knowledge on assistance to victims of human trafficking and it provides authorities and other actors working with human trafficking with training on human trafficking and victim identification.¹²³ NAS also operates a 24/7 information hotline for potential victims of human trafficking, authorities, organisations, media, and citizens.¹²⁴ NAS works under the Ministry of the Interior and forms an independent part of the Finnish Immigration Service.¹²⁵ NAS's main office is based in Joutseno Reception Centre but it also has offices in Oulu and Helsinki.¹²⁶ NAS can provide services such as counselling and guidance, safe housing, health care, social services, help with translation and legal advice to victims of human trafficking.¹²⁷

The Finnish Civil Society Platform against Trafficking in Human Beings (IKV Platform) was first established in 2007 and was coordinated by Pro-tukipiste until 2014 but is currently coordinated by Victim Support Finland (RIKU).¹²⁸ The Platform consists of a network of civil society organizations and researchers and the aim of the Platform is to disseminate information about human trafficking and victim assistance and to advocate for the strengthening of anti-trafficking actions and victim assistance.¹²⁹

Victim Support Finland (RIKU) is an organisation which works to improve the situation of victims of crimes, family members of victims of crimes and witnesses in criminal cases by influencing existing support structures as well as providing support services of their own.¹³⁰ RIKU offers both practical advice and psychological support to victims.¹³¹ RIKU also employs staff who are specialised in assistance for victims of human trafficking, including a Coordinator of Assistance to Victims of Human Trafficking who coordinates human trafficking-related matters within RIKU.¹³² In order to increase capacity and cooperation in the identification and assistance to victims outside of the Helsinki City region, RIKU has formed networks for multisector cooperation which are currently active in five cities.¹³³ The networks bring together local authorities and civil society and carry out joint trainings, develop mechanisms for client referral at a local level, map out existing services and conduct advocacy work.¹³⁴

Pro-tukipiste is an NGO that offers social and health services as well as community involvement activities to individuals who previously or currently operate in the sex or erotic services industry and to victims of human trafficking in Helsinki, Tampere

and Turku.¹³⁵ Pro-tukipiste disseminates information on human trafficking and offers direct assistance to victims and the organisation employs a special advisor who works specifically with issues related to human trafficking.¹³⁶

MONIKA – Multicultural Women's Association is a nationwide women's NGO which provides specialised services for immigrant women in Finland. MONIKA aims to promote equality and inclusion of immigrant women in Finland and prevent violence against women.¹³⁷ MONIKA provides several different kinds of support to immigrant women who have been subjected to violence and operates both a crisis centre, a shelter, a national helpline and a chat aimed specifically at this group.¹³⁸

The Finnish Refugee Advice Centre provides legal assistance to victims in all the processes related to their situation involving the Finnish authorities.

The Rose Home, operated by the Christian NGO Samaria, is a shelter specialised in assisting female victims of human trafficking and their children.¹³⁹ The shelter is a part of Samaria's Rose-project, which operates with a vision of providing assistance to people subjected to human trafficking or sexual exploitation.¹⁴⁰ The focus of the project is to provide assistance to persons who have been sexually exploited but Samaria also provide support to victims of other forms of human trafficking.¹⁴¹ In addition to accommodation, the Rose Home also offers support for victims in their contacts with authorities and training in a wide range of skills such as language, internet and financial competencies.¹⁴²

BEST PRACTICES

- During the period 2017-2019, the International Organization for Migration (IOM) Office in Finland has been implementing the project HOIKU, aimed at giving health and social workers better tools for early identification and service counselling of victims of human trafficking and to enhance the skills of social and health professionals in responding to the special treatment and support needs of victims of human trafficking.¹⁴³ Within the framework of this project, in January 2018, IOM Finland launched guidelines for the identification and referral of victims of human trafficking aimed at health and social professionals.¹⁴⁴ During the second phase of the project, training of social and health professionals in identifying and understanding the phenomenon of trafficking in human beings is being carried out.¹⁴⁵ The project is being implemented with support from the Finnish Funding Centre for Social Welfare and Health Organisations (STEA).¹⁴⁶
- Between September 2017 and May 2019, the Assistance System implemented the IHME project. Funding for the project was granted by the Internal Security Fund (ISF) of the European Union and the aim of the project has been to improve the operational prerequisites for anti-human trafficking measures in Finland.¹⁴⁷ Within the project, several different activities have been carried out, however, the greatest investment of the project was the human trafficking training for criminal investigation authorities.¹⁴⁸ During the course of this training, nearly 1200 officers from the police and Border Guard attended teaching sessions aiming to improve their understanding of the phenomenon of human trafficking, victim identification and investigations of cases of human trafficking.¹⁴⁹ Furthermore, the training was found to work so well that the cooperation between the Assistance

System and the Police University College and the Border and Coast Guard Academy will continue and in the future all police and Border Guard students will receive basic training on human trafficking.¹⁵⁰ Another part of the project was a study of human trafficking of children and adolescents in Finland, which resulted in an extensive report.¹⁵¹ The report received widespread attention in the media.¹⁵² Finally, the Assistance system's website ihmiskauppa.fi was also updated as part of the project and the new website went live in June 2018.¹⁵³

- In fall of 2018, the Assistance System launched an information campaign aimed at authorities, organisation and other actors who might meet victims of human trafficking in their work.¹⁵⁴ The campaign posters urge spectators to "see the invisible", i.e. to be observant of signs that people they encounter might be victims of human trafficking.¹⁵⁵ In addition to the posters, the campaign also includes a brochure containing instructions on how to act in meetings with victims of human trafficking and where to refer them for help.¹⁵⁶
- In April 2018, HEUNI published guidelines aimed at employers and companies about risk management and prevention in relation to human trafficking for labour exploitation, especially in supply chains.¹⁵⁷ The purpose of the guide was to provide companies with an overview on the risks of labour exploitation and show how involvement in such scenarios can be avoided.¹⁵⁸ The guide was based on the guidelines prepared by the Danish Centre against Human Trafficking and adapted to suit a Finnish context.¹⁵⁹

STATISTICS 2016-2018

DATA ON VICTIMS¹⁶⁰

2016



COUNTRY OF ORIGIN ¹⁶¹	
Thailand 26	Iraq 10
Somalia 23	Bangladesh 7
Nigeria 22	Gambia 4
Afghanistan 15	

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES AND CONVICTED TRAFFICKERS

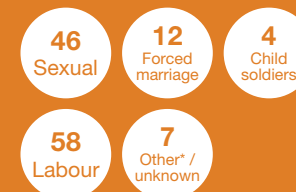


2017

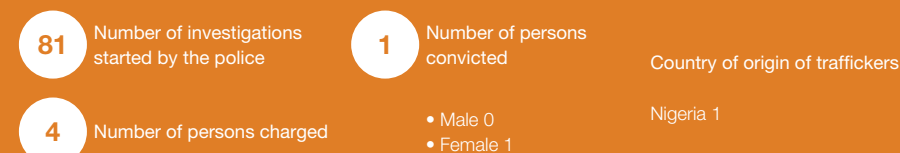


COUNTRY OF ORIGIN	
Afghanistan 19	Bangladesh 5
Somalia 19	Ukraine 5
Nigeria 16	
Iraq 12	
Bosnia and Hercegovina 9	

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES AND CONVICTED TRAFFICKERS



2018

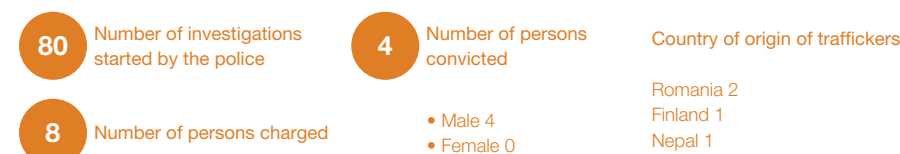


COUNTRY OF ORIGIN	
Nigeria 23	Eritrea 9
Iraq 20	Iran 8
Afghanistan 19	Bangladesh 6
Somalia 18	Moldova 5

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES AND CONVICTED TRAFFICKERS



***2018:** Other forms of exploitation include, for example, cases where the exploitative objective of the trafficking crime has not been established or was not achieved. The category also includes victims of domestic slavery and individuals who have been sold by one slave owner to another. **2016:** Other forms of exploitation include forced marriage, forced criminality, child soldiers, organ trade, domestic servitude, exploitative sham marriage as well as cases where the exploitation was unclear or no human trafficking had taken place

GERMANY



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

In the context of Human Trafficking flows, Germany is mainly a country of destination and transit. Although a certain decrease in recent years has been noted in relation to other forms of exploitation, the majority of presumed victims identified 2016-2019 that were subject to human trafficking continued to be for sexual exploitation with the victims being female.¹⁶² The most common scenario involved women exploited in the prostitution industry, originating from other EU Member States such as Bulgaria and Romania. These women were often members of the Roma minority in these countries and came from very poor socio-economic backgrounds. In 2017, 669 presumed victims of human trafficking were identified, with 489 of these concerning human trafficking for sexual exploitation and 180 for labour exploitation. Nearly half of the victims of sexual exploitation were under the age of 21. Moreover, numbers from law enforcement agencies show that 76 suspected perpetrators were prosecuted for human trafficking in 2017. The same types of trafficking forms and figures could be detected in 2018, according to the Federal Criminal Police Office, where 675 presumed victims were identified in Germany. Of these, 430 were victims of sexual exploitation. The cases of Human Trafficking for labour exploitation identified in Germany occurred mainly in the construction industry or restaurant sector, and mostly involved victims originating from North Macedonia and Latvia. These victims were mainly male. Moreover, in 2017 the German stakeholders for the first time formally identified two victims of trafficking for forced begging.¹⁶³

The complexities in proving human trafficking in court are recognised by law enforcement agencies in most CBSS Member States. It is not unusual that German state prosecutors could be inclined to prosecute a suspected case of human trafficking as another related crimes, due to a lower burden of proof in the court proceedings. Despite these difficulties there were several examples of German prosecutors successfully prosecuting cases and courts sentencing perpetrators to several years of imprisonment for human trafficking. In November 2018, three perpetrators were convicted for trafficking for sexual exploitation and were sentenced to almost eight years in prison. Moreover, in December 2018 a perpetrator was convicted for human trafficking and sentenced to 9 years in prison as a result of this crime.

The competence in identifying, protecting and assisting victims is mainly concentrated to the larger city areas, especially in dealing with victims who are irregular migrants.¹⁶⁴ Moreover, the German government intensified its efforts in combatting human trafficking for forced labour and strengthening the competence among authorities in detecting this crime by setting up the Service Centre against Labour Exploitation, Forced Labour and Human Trafficking in 2017.¹⁶⁵ In order to balance the disparity in the competence on human trafficking and assisting its victims that exists between the 16 German Länder, cooperation agreements are frequently signed between state authorities on a Länder level and specialised counselling centres for victims of human trafficking. These agreements formulate the competence of each actor and settles areas of responsibility such as assistance, protection and prosecution.

German stakeholders and counselling centres working with migrants noted an increase in the number of newly arrived migrants suspected to be victims of human trafficking during the period of 2015-2016, where migrants mainly from Syria and Afghanistan were exploited in various forms of human trafficking before or during their journey to Germany. In order to increase the identification of presumed victims among newly arrived migrants, The Federal Office for Migration and Refugees (BAMF) today provide new officers with basic training on human trafficking in their introduction course.¹⁶⁶

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

Germany did not introduce any National Action Plan (NAP) or National Strategy against human trafficking during the period of 2016-2019. However, the government did introduce a NAP on Business and Human Rights in which forced labour was addressed. The purpose is to strengthen the human rights along the supply and value chains and have larger companies recognizing and addressing issues of forced labour and labour exploitation.

In 2017 the Service Centre against Labour Exploitation, Forced Labour and Human Trafficking was set up. The purpose of the Centre was to strengthen the cooperation between relevant stakeholders in the country who work with issues of forced labour and labour exploitation. Through competence building activities, such as multidisciplinary workshops, the centre intends to function as a coordinating bridge on these issues for actors on federal, state and municipal level.

In October 2016, Germany transposed the Directive 2011/36 EU into national law. German law enforcement agencies regularly are in dialogue concerning the outcome of the law and the Government has recognized a need to formally investigate the effects. Thus, an evaluation of the modified law is foreseen for 2020.

The legislative procedure for amending the Social Compensation Law for Victims of Violent Crime has been initiated. The bill contains many innovations, which clearly relate to and are crucial for victims of human trafficking. A new compensation provision on “mental violence” will be introduced and is framed so that future victims of human trafficking who have not been subjected to physical violence can be compensated. Furthermore, fast tracks will be established to assist victims rapidly and not having them go through bureaucratic procedures in order to receive compensation.

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

On the basis of the status of consultations within the Federal Government at the end of the last legislative period and within the framework of the Federal Working Group on Trafficking in Human Beings, the Federal Government is currently continuing its deliberations on the further development of structures at federal level. The objectives of these in-depth considerations are to improve overall coordination and political coherence in combating all forms of human trafficking at the federal level, and to develop and establish a national reporting mechanism.

Following consultations with the ministries in charge of the establishment of a monitoring centre (national reporting body) the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) is currently holding talks with the German Institute for Human Rights (Deutsches Institut für Menschenrechte, DIMR). The aim is to establish an independent monitoring body to implement the obligations arising from the Council of Europe Convention on the Prevention and Combating of Violence against Women and Domestic Violence (Istanbul Convention) and the Council of Europe Convention on Action against Trafficking in Human Beings. In a first phase, the DIMR is to develop a concept for the design and task profile of such a monitoring body. Presently BMFSFJ is consulting the other federal ministries as well as internally with regards to further develop across all the federal ministries the national structures coordination for implementing the Istanbul Convention and to combat the trafficking in persons. The consultations with the other ministries in this matter will continue this year.

A common forum of the three federal working groups on trafficking in human beings took place on 25 March 2019. The forum focused on the recommendations made by GRETA aiming at improving existing coordination and exchange at federal level as well as on legislative proposals and on current data and developments relating to human trafficking in Germany. The responsibility for implementing anti-trafficking policies is shared among the relevant ministries, mainly the **Federal Ministry of Family Affairs, Senior Citizens, Women and Youth (BMFSFJ)**, the **Federal Ministry of the Interior (BMI)** and the **Federal Ministry for Labour and Social Affairs (BMAS)**. The Unit for Protecting Women from Violence (unit 403) of the BMFSFJ coordinates actions to prevent and combat trafficking in persons as well as victim assistance.

The original mandate of the BMFSFJ concerned the coordination of actions related to trafficking of women. The unit serves as a focal point for work related to all types of trafficking in human beings, and has the mandate to collect information on all actions taken against trafficking in human beings, regardless of the purpose. The BMAS is responsible for all questions dealing with trafficking in human beings for the purpose of labour exploitation. The BMAS established the Service Centre against Labour Exploitation, Forced Labour and Human Trafficking in order to facilitate a coordinated approach for the national measures against forced labour as well as attract more attention to the issue.

The unit 403 of the BMFSFJ leads the **Federal Working Group on Trafficking in Persons** which along with the **Working Group on Sexual Exploitation of Children** operates as the nationally coordinated **Inter-Ministerial Task Force**. This Task Force gathers all major governmental and non-governmental actors dealing with trafficking in human beings on the various levels, within the Federal system. The activities of the Working Group include exchange of information on the activities being carried out in the Länder, as well as national, and international bodies; analysis of concrete problems in combating trafficking in women; elaboration of recommendations and, if appropriate, joint campaigns to combat trafficking in women. Similar coordinating mechanisms have been established in a number of Länder and at the local level, following the model of the Federal Working Group and focusing mainly on trafficking for the purpose of sexual exploitation. Six Länder have formalised groups, thirteen Länder have cooperation agreements, which also include such multidisciplinary working groups.

The **German Network and Coordination Office Against Trafficking in Human Beings (KOK)** was set up in 1987 and is an umbrella organisation affiliated with 39 member organisations throughout the country, including counselling centers for victims of trafficking, projects on migrant inclusion, women's shelters as well as counselling services for women in prostitution. Being the only umbrella organisation of this kind in Germany, one of the main tasks is to integrate the measures for victim assistance on a local level with the national level.

BEST PRACTICES

- In order to curb irregularities and exploitation in the parcel delivery sector, a business growing hand in hand with E-commerce, the German government decided to take measures. Parcel deliverers pass part of their work on to subcontractors due to a wide demand for home deliveries of various products. A nation-wide raid by the customs authorities in 2019 proved that subcontracting often involves payments in the form of black money as well as social benefit and social security fraud. One in six employment relationships inspected by the customs authorities was potentially problematic. The German Government is cracking down on these practices through the introduction of subcontracting liability. The purpose is to ensure more honesty regarding social security contributions and thus better working conditions in the parcel delivery industry. With these regulations, Germany builds on successful policies for the construction and the meat industries, which are confronted with similar problems.

- German law enforcement agencies have taken several steps to strengthen the competence in recognising and investigating human trafficking for all forms of exploitation. The Federal Criminal Police Office (BKA), through its training centre, offers regular training seminars and modules on trafficking in human beings for police officers working on a federal as well as Länder level. The training modules are several days long and are organised on a yearly basis for the topic of human trafficking for forced labour and twice a year for human trafficking for sexual exploitation. Additionally, the Länder have integrated human trafficking as a topic in the training curricula. This means that training initiatives for police officers are also initiated by Police authorities on a Länder level as well

STATISTICS 2016-2018

DATA ON VICTIMS

2016



Male 51
Female 479
Children¹⁶⁷ 214
Unknown 6

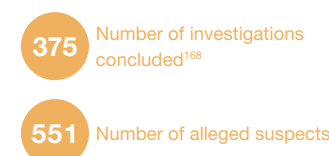
NATIONALITY

German (127) Unknown (54)
Bulgarian (92)
Romanian (76)
Hungarian (33)
Nigerian (25)
Ukrainian (47)
Polish (22)
Other (60)

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES ON HUMAN TRAFFICKING RELATED CRIMES



NATIONALITY OF SUSPECTS

German (145), Polish (12), Other (37)
Bulgarian (81),
Romanian (78),
Hungarian (39),
Turkish (27),

2017



Male 158
Female 509
Children 171
Unknown 4

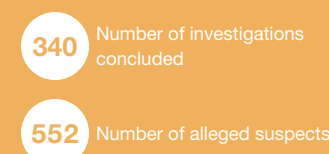
NATIONALITY

Bulgarian (114), North Macedonian (52)
Romanian (109),
German (94),
Nigerian (39),
Hungarian (28),
Latvian (39)
Other (102)
Unknown (92)

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES ON HUMAN TRAFFICKING RELATED CRIMES



NATIONALITY OF SUSPECTS

German (131) Other (58)
Bulgarian (116)
Romanian (92)
Hungarian (33)
Nigerian (29)

2018



Male 73
Female 426
Children 172
Unknown 4

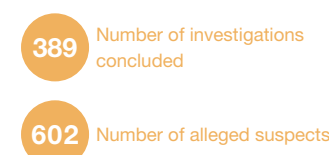
NATIONALITY

German (79) Unknown (31)
Bulgarian (66)
Romanian (63)
Nigerian (61)
Hungarian (66)
Vietnamese (9)
Other (91)
Ukrainian (27)

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES ON HUMAN TRAFFICKING RELATED CRIMES



NATIONALITY OF SUSPECTS

German (79) Other (72)
Bulgarian (66)
Romanian (63)
Nigerian (61)
Hungarian (58)

ICELAND



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

Iceland is a country of destination and transit for victims of human trafficking mainly for the purpose of sexual exploitation and forced labour. In 2018 law enforcement agencies initiated 18 investigations compared to 24 investigations in 2017 and 14 in 2016. A specialised investigative unit, dedicated to combating trafficking and prostitution, at the Icelandic Police Authority was the main referral point for cases of human trafficking and was able to support other stakeholders in identifying presumed victims.

Female victims of sexual exploitation originated mainly from countries on the continent of Africa and countries situated in Eastern Europe. They were exploited in prostitution taking place in night clubs and bars and were sometimes transported to Iceland for brief periods over weekends to sell sexual services before being sent to another country. Iceland strengthened its efforts on human trafficking for labour exploitation during 2018 due to a reported increase of migrant workers suspected to be exploited within the tourism sector and construction sector. State funded NGOs specialised in assisting victims of human trafficking identified nine presumed victims, compared with seven in 2017. In 2018 there were seven alleged male victims of trafficking for labour exploitation from Ukraine and early 2019 there were 11 presumed male victims of trafficking for labour exploitation from Romania, who were assisted by the social services. However, the case did not turn out to be a human trafficking case.

In general, the schemes used by traffickers involved taking advantage of the Schengen agreement and routinely sending victims they were exploiting back to their country of origin after the duration of three months. As is the case in several other CBSS Member States, Icelandic authorities had difficulties investigating suspected cases of human trafficking involving posted workers due to the complicated procedures associated with obtaining information on salaries and employment agreements. In most of these cases the salaries were paid out by companies operating from their countries of origin or other EU countries.

The Icelandic Police Authority intensified its overall focus on training as a measure for increasing competence and awareness among its staff, as well as among prosecutors and judges. During the period of 2016-2018, several workshops and seminars were organised with the purpose to provide law enforcement agencies with national and international best practices in detecting and combatting human trafficking for all forms of exploitation.

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

A new National Action Plan was set up in the spring of 2019 in accordance with Iceland's obligations under the Council of Europe Convention on Action against Trafficking in Human Beings which Iceland ratified in February 2012. Its implementation is overseen by a steering group led by the Ministry of Justice. The steering group consists of ministries, state agencies as well as municipality representatives, the Icelandic Human Rights Centre, NGOs, the labour unions, the

Salvation Army and the Red Cross. The Action Plan is the third such plan since 2009 and focuses on 1) raising awareness and increasing expertise, 2) preventing labour exploitation, 3) reviewing police, rules and administrative provisions, 4) establishing a national referral mechanism, 5) detecting victims of human trafficking and other forms of exploitation, 6) assistance and protection, 7) identification, assistance and protection of children, 8) effective investigation, 9) statistics (data) and 10) strengthening and reinforcing international co-operation and communication.

No National Referral Mechanism (NRM) has been introduced in Iceland, although the Police have established standardized referral procedures in cases of human trafficking combined with an increased cooperation with state funded shelters for victims and the Ministry of Welfare.

Iceland amended the legislation guaranteeing temporary residence permits for victims of human trafficking. The new Act on Foreigners No. 80/2016 may offer victims of human trafficking a temporary residence permit lasting up to 9 months while pending formal identification and when they agree to cooperate with law enforcement agencies in criminal proceedings.

The Icelandic authorities are planning to establish a National Referral Center in 2020 which will function as a national point of referral for victims of human trafficking. Representatives from the Ministry of Justice visited Denmark and the Danish Center against Human Trafficking in order to learn from their experiences and structures.

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

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

The Ministry of Justice has established a Multidisciplinary Steering Group to oversee the implementation of the National Action Plan, to collect statistics and prioritise different activities in consultation with the stakeholders concerned. The group meets regularly and includes among other representatives from four ministries, the police, the Icelandic Human Rights Centre, the Migration Agency,

the Federation of Trade Unions, Reykjavik Municipality and the Red Cross.

The Ministry of Social Affairs operates a so-called operational team that convenes whenever there is a case involving trafficking victims, or alleged victims, to share information and discuss the case process and actions that need to be made concerning financial aid, safe housing, health care and so forth. The operational team consists of representatives from the Ministry of Social Affairs, the Directorate of Labour, the Reykjavik Metropolitan Police, the Department of Welfare Services of Reykjavik Municipality, the Directorate of Immigration and the Human Rights Centre of Reykjavik Municipality. In case the presumed victim is located outside the Reykjavik Metropolitan area, representatives from welfare services in that particular area join the team's meetings.

The Icelandic Metropolitan Police has set up a specialised investigation unit which focuses on combatting human trafficking and prostitution. Iceland has also adopted the EU-issued "Guidelines for the Identification of Victims of Trafficking" and a set of NGO-created interview guidelines for professionals most likely to encounter possible victims of trafficking. The specialised police unit cooperates closely with other units within the Police relevant to human trafficking investigations, such as the cyber-crime units.

Kvennaathvarfið NGO runs a shelter for female victims of domestic violence in which they also provide shelter and assistance to female victims of human trafficking. In December 2014, the government signed an agreement to provide funding to offer emergency shelter to female trafficking victims and their children. Male trafficking victims would be provided with ad-hoc housing.

BEST PRACTICES

- In order to strengthen the competence to identify and counter human trafficking, the Police took several important measures, including training activities and the setting up of specialised police units. In 2018, a cyber-crime unit was established with the aim to cooperate with the existing specialised anti-trafficking unit in investigating suspected cases of human trafficking. Additionally, a unit specializing in organised crimes and human trafficking was set up within the border police unit responsible for the airport. The police college curriculum included the topic of human trafficking and the police units responsible for working against prostitution were provided with training in human trafficking as well. The international perspective and the benefits of learning from international experiences in trainings was taken into account by the Police during the recent years. The Centre for Police Training organised a conference for Police officers and prosecutors, in cooperation with equivalent law enforcement agencies from Denmark, Norway and Sweden. Moreover, additional training seminars were organised for law enforcement agencies to which US prosecutors were invited to speak.

STATISTICS 2016-2018

DATA ON VICTIMS

2016-2018



Male 30
Female 30
Unregistered 1

AGE

1 (0-15 years) 9 (31-40 years) 12 (unregistered)
1 (16-20 years) 4 (41-50 years)
32 (21-30 years) 1 (51+)

NATIONALITY

Romania, Mexico, Poland,
Brazil, Iran, Thailand,
Russia, Sweden, Nepal,
Somali, Iraq, Filipina,
Pakistan, Sudan, Lithuania,
Spain, Georgia, Morocco
Hungary, Ghana,
France, Belarus,

TYPE OF EXPLOITATION

19 - females 21 Sexual
2 - males
10 - females 38 Labour
28 - males

DATA ON CRIMINAL JUSTICE RESPONSES

2016



TYPE OF EXPLOITATION

• sexual - 2
• forced labour - 8
• other - 4

COUNTRY OF ORIGIN

Syria,
Somalia,
Romania,
Russia,
Palestine,
Iran

2017



TYPE OF EXPLOITATION

• sexual - 13
• forced labour - 6
• other - 5

COUNTRY OF ORIGIN

Albania,
Hungary,
Iraq,
Nepal

2018



TYPE OF EXPLOITATION

• sexual - 5
• forced labour - 4
• other - 10

COUNTRY OF ORIGIN

Pakistan,
Romania,
Venezuela,
Czech Republic

LATVIA



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

For decades Latvia was mainly a country of origin for victims of human trafficking. In the last three years the human trafficking landscape has changed substantially in Latvia. Previously the vast majority of identified victims were young women exploited in forced/exploitative sham marriages with third-country nationals and women subjected to sexual exploitation.

In 2016 and 2017 cases of internal trafficking were identified. Young girls were exploited in prostitution and women and men in agricultural and construction sectors within Latvia. The number of male victims exploited in trafficking for labour exploitation also increased in 2016 and 2017. The perpetrators were Latvian nationals and citizens of the country of destination operating in organised groups. In 2017 the first two foreign victims were identified as asylum seekers with special procedural or reception needs¹⁶⁹ in the asylum procedure and accepted by the assistance system. These victims were exploited in their countries of origin before arrival to Latvia.

In 2018 government officials reported concerns of possible labour trafficking of Ukrainian workers in the agriculture and construction industries. Public institutions identified a substantial increase of posted workers from Ukraine in the construction sector and there were reasonable grounds to believe that the Directive 96/71/EC of the European Parliament and of the Council of 16 December 1996, concerning the posting of workers in the framework of the provision of services was abused. Foreign employers and sub-contractors very often violated requirements and provisions of the Labour Law of Latvia regarding posted workers and these violations facilitated pre-conditions for labour exploitation and labour trafficking. Also, Latvian embassies hosted in countries located in Central Asia have observed an increased interest of Latvian entrepreneurs to employ migrants for low qualified jobs in the construction sector.

In 2019, 19 presumed victims of trafficking from Tajikistan were identified in Latvia. They were exploited in the construction industry. 14 identified victims received 30 days reflection period, social services and legal counselling, 5 persons expressed their will to return to Tajikistan, voluntary return was provided by the IOM Office in Riga, while other 9 workers during the reflection period managed to find a new employer.

The most prevalent ways of luring or coercing victims into human trafficking is through a direct contact with a victim. Recruiters are often family members, relatives or acquaintances of the victim. People are also recruited via the internet (social media, chatrooms etc.) and job adverts. Threats, physical and emotional violence are rarely used, victims are often deceived and manipulated. There were cases identified when recruitment agencies were used to recruit potential victims.

The profile of victims has not significantly changed in recent years. Women and men, with substance dependency, who experience homelessness, with physical and mental disabilities and in a difficult economic situation, young people and people before retirement age are particularly vulnerable to exploitation and human trafficking. A majority of identified victims do not speak a foreign language, do not know the legislative framework or their rights and can be easily deceived and

manipulated.

A challenge for Latvia is the multi-year decline of investigations and convictions in human trafficking cases and conditional punishments. In 2018 police investigated four new cases, compared with seven cases in 2017. Only one perpetrator was convicted and received a conditional sentence of five years, resulting in no prison time.

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

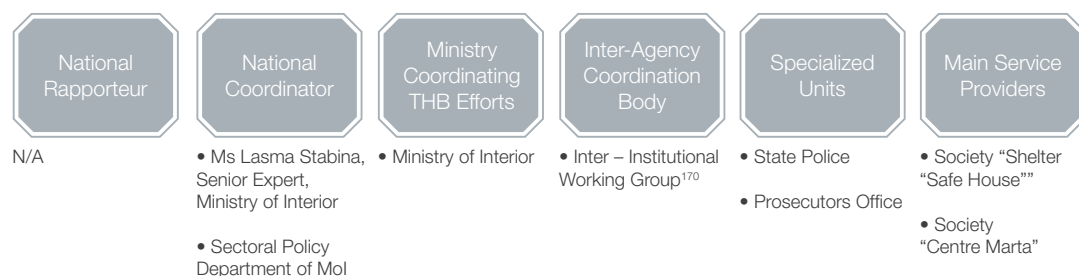
Latvia is constantly trying to strengthen its legal and institutional framework for combating trafficking in human beings.

New amendments to the Criminal Procedure Law [adopted on 18.02.2016., in force since 23.03.2016.] introduced a new concept “Specially Protected Victim” in the Criminal Procedure Law Section 96¹. A specially protected victim is also a person who has suffered from trafficking in human beings, as such the victim is particularly vulnerable and would otherwise not be protected from repeated threat, intimidation, or revenge. A specially protected victim may participate in procedural activities, with permission of the person directing the proceedings, together with the trusted person, unless it is a person against whom criminal proceedings have been initiated, either someone detained, or a suspect, or someone that stands accused. The amendment foresees measures to ensure that the victim may be heard in the courtroom without being present; interrogation is carried out in a separate suitable room or without presence of other persons who are not involved in specific procedural activities; interrogation of the victim is carried out if possible by one and the same person; individuals who performs the interrogation of the victim should be the same gender as the victim and other special measures. The new legal regulation regarding a victim with special protection also includes particular provisions regarding minor victims.

During the meeting of the National anti-trafficking working group on June 16, 2017 an agenda item on extending the scope of the non-punishment provision to cover administrative violations was discussed and a conceptual decision was approved by the Ministry of Justice in cooperation with the Ministry of the Interior, State Police and Municipal Police. As the result of the work done by these institutions the Amending Law to the Latvian Administrative Violations Code was adopted by the Parliament on 9 November 2017, into force since 6 December 2017 regarding release from administrative liability of a victim of trafficking in human beings.

The Law on State Compensation to Victims was amended on 6 September 2018, and came into force on 1 January 2019, providing that the maximum amount of the State compensation to be paid to one victim of a criminal offence was determined to be in the amount of 90% of five minimum monthly wages if the victim has suffered from trafficking in human being.

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

The **Ministry of the Interior** is responsible for planning and coordination of the national anti-trafficking policy – currently the implementation of the National Strategy for the Prevention of Trafficking in Human Beings 2014 – 2020. The National Coordinator (NC) of Latvia is considered as an alternative mechanism to the National Rapporteur. The National Coordinator in cooperation with the inter-institutional working group collects and analyses information for developing policy planning documents, legal acts and regulations as well as ensuring the overall progress in counteracting human trafficking. The NC prepares proposals for improving national anti-trafficking policy; monitors and analyses legislative changes; ensures the functioning of the national anti-trafficking co-ordination mechanism and co-ordinates the implementation of its decisions; and represents the Ministry of the Interior and Latvia at relevant meetings at national and international level.

The **Inter-Institutional Working Group** was established in a new composition by the Prime Minister’s order in 2017 to ensure the exchange of information and coordinated action of public and municipal institutions and NGOs involved in action against trafficking in human beings, under the lead of the National Coordinator.

The **Unit for the Fight against Human Trafficking, its Various Forms and Risks at the State Police** is staffed with 19 full-time police officers in Riga. Since 2001, there have been specialised prosecutors for human trafficking crimes.

NGOs are important players for the counter trafficking work in Latvia. NGOs implement various projects aimed at raising awareness of the general public about human trafficking issues, conduct research work, carry out training and provide rehabilitation services to victims. Service providers are selected by the State through a procurement process. The Ministry of Welfare coordinates the funding for victim assistance. Before 2017, only one NGO at a time was granted the official service provider status. Since 2017 any non-governmental organisation which meets the requirements set for the social service provider can provide assistance to victims. There are currently two NGOs that have been selected as official service providers, both based in Riga: **Shelter Safe House** and **Centre Marta**. Selected NGOs are mandated to identify victims of trafficking in human beings and to provide State funded social rehabilitation services to victims of human trafficking and support services to victims during a criminal proceeding. A victim can choose a service provider and receive assistance from the organisation she or he trusts

the most. Since 2007 both NGOs have focused on professional expertise to work with victims of trafficking in human beings, and they have additional professional capacity: Shelter Safe House provides support services to legal migrants, asylum seekers, refugees and persons with alternative status; Centre Marta provides social rehabilitation services and assistance to women suffered from domestic violence.

BEST PRACTICES

- Latvia has stepped up work with local actors. The Local Governments Training Centre of Latvia implementing the European Social Fund Project “Improving the support system for children with communication difficulties, behavioural disorders and domestic violence” provides regular 4 hours training for local actors. The training is based on the guidelines for municipalities “Stepping up local action against human trafficking” developed in the framework of the project “STROM – Strengthening the Role of Municipalities in the Work against Trafficking in Human Beings in the Baltic Sea Region”.
- In 2016 Latvia led the transnational project HESTIA “Preventing human trafficking and sham marriages: A multidisciplinary solution” which aimed at creating a shared understanding of a new form of trafficking in human beings – through sham marriages.
- In March 2018 NGO “Shelter “Safe House”” launched a social anti-trafficking campaign “She believed in beautiful words...” A song and a video clip “A girl draws her dream” aimed at preventing trafficking in human beings, which was produced and widely disseminated online and broadcasted on national TV stations, radio and other media outlets.
- In 2017-2018 the Ministry of the Interior provided partnership in a joint project implemented by Lithuania, Latvia and Moldova “Enhancing Moldovan capacities in fighting against trafficking in human beings” which aimed at supporting the improvement of the national institutional framework and anti-trafficking policy planning and implementation.
- In the summer of 2018 an informative campaign about safe travel and the risks of labour exploitation abroad was implemented by the Ministry of Foreign Affairs and Ministry of the Interior. Two animation movies were demonstrated, and printed materials were distributed at main public transportation hubs as well as on public buses.
- The Ministry of the Interior with support of the US Embassy in Riga and the Latvian Judicial Training Centre organised an anti-trafficking training for judges, prosecutors and law enforcement “Strengthening Latvia’s Response to Human Trafficking: Guidelines for More Effective Prosecution and Sentencing” in May 2018. 125 participants attended the training.

- Latvia is involved in the “FLOW: Flows of illicit funds and victims of human trafficking: uncovering the complexities” project that promotes a holistic approach to the prevention and investigation of trafficking in human beings in conjunction with economic crime and engages businesses in the prevention of trafficking in human beings. More information about the FLOW project: www.heuni.fi/en/index/researchareas/humantrafficking/flow_thb.html

STATISTICS 2016–2018

DATA ON VICTIMS¹⁷¹

2016



TOTAL

33

- Number of presumed victims 14
- Number of formally identified victims 19

Male 4
Female 9
Children 6

NATIONALITY
Latvia

TYPE OF EXPLOITATION

14
Sexual

4
Labour

1
Sham marriage

DATA ON CRIMINAL JUSTICE RESPONSES

14

Number of investigations started

4

(CL Article 154¹
(Human Trafficking)

10

(CL Article 165¹
(Sending of a Person for
Sexual Exploitation)

8

Number of prosecuted criminal cases
sent for adjudication

4

(CL Article 154¹
(Human Trafficking)

4

(CL Article 165¹
(Sending of a Person for
Sexual Exploitation)

16

Number of persons convicted
(under which charges)

4

(CL Article 154¹
(Human Trafficking)

12

(CL Article 165¹
(Sending of a Person for
Sexual Exploitation)

2017



TOTAL

42

- Number of presumed victims 17
- Number of formally identified victims 25

Male 7
Female 15
Children 3

NATIONALITY
Latvia – 23
Tajikistan – 2

TYPE OF EXPLOITATION

8
Sexual

1
Domestic servitude

8
Labour

8
Sham marriage

DATA ON CRIMINAL JUSTICE RESPONSES

15

Number of investigations started

7

(CL Article 154¹
(Human Trafficking)

8

(CL Article 165¹
(Sending of a Person for
Sexual Exploitation)

6

Number of prosecuted criminal cases
sent for adjudication

1

(CL Article 154¹
(Human Trafficking)

5

(CL Article 165¹
(Sending of a Person for
Sexual Exploitation)

10

Number of persons convicted
(under which charges)

4

(CL Article 154¹
(Human Trafficking)

6

(CL Article 165¹
(Sending of a Person for
Sexual Exploitation)

2018



TOTAL

27

- Number of presumed victims 4
- Number of formally identified victims 23

Male 11
Female 12
Children 0

NATIONALITY
Latvia

TYPE OF EXPLOITATION

6
Sexual

1
Forced criminality

11
Labour

5
Sham marriage

DATA ON CRIMINAL JUSTICE RESPONSES

6

Number of investigations started

4

(CL Article 154¹
(Human Trafficking)

2

(CL Article 165¹
(Sending of a Person for
Sexual Exploitation)

2

Number of prosecuted criminal cases
sent for adjudication

1

(CL Article 154¹
(Human Trafficking)

1

(CL Article 165¹
(Sending of a Person for
Sexual Exploitation)

2

Number of persons convicted
(under which charges)

1

(CL Article 154¹
(Human Trafficking)

1

(CL Article 165¹
(Sending of a Person for
Sexual Exploitation)

DATA ON TRAFFICKERS

2016

11 TOTAL NUMBER
OF TRAFFICKERS

3 (CL Article 154¹
(Human Trafficking)

8 (CL Article 165¹
(Sending of a Person for
Sexual Exploitation)

 Male **6**
 Female **5**

COUNTRY OF ORIGIN

8 – Latvia

3 – Germany

TYPE OF EXPLOITATION

- exploitative sham marriage
- labour exploitation

2017

11 TOTAL NUMBER
OF TRAFFICKERS

4 (CL Article 154¹
(Human Trafficking)

7 (CL Article 165¹
(Sending of a Person for
Sexual Exploitation)

 Male **6**
 Female **5**

COUNTRY OF ORIGIN

11 – Latvia

TYPE OF EXPLOITATION

- exploitative sham marriages
- sexual exploitation
- labour exploitation

2018

16 TOTAL NUMBER
OF TRAFFICKERS

12 (CL Article 154¹
(Human Trafficking)

4 (CL Article 165¹
(Sending of a Person for
Sexual Exploitation)

 Male **10**
 Female **6**

COUNTRY OF ORIGIN

16 – Latvia

TYPE OF EXPLOITATION

- exploitative sham marriages
- sexual exploitation

LITHUANIA



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

Lithuania continues to be mainly a country of origin for trafficking in human beings for sexual and labour exploitation, as well as for forced criminality, begging and exploitative sham and forced marriages. It is also increasingly becoming a destination and transit country for victims of human trafficking. There has been an increase in the number of migrant workers and asylum seekers (requests for asylum 425 – 2016, 599 – 2017) in Lithuania. In 2016-2017 around 25 000 Ukrainian nationals arrived to Lithuania. Migrants are at risks of exploitation and human trafficking and this is reflected in the increased number of foreign victims. Twenty foreign male victims of labour exploitation from Nepal and Ukraine and two women (one from Colombia and one from the Russian Federation) were identified in Lithuania. The number of identified victims grew in 2016 and 2017, 52 victims were identified in 2016; 60 in 2017. In 2018 the number of victims slightly decreased, 44 victims of human trafficking were identified.

The majority of identified victims are still men. Most of the victims are Lithuanian nationals in the age group between 21 till 30 years. They are exploited in Lithuania and abroad, mainly in the United Kingdom and Germany. Other countries of destination include Austria, Colombia, Denmark, Dominican Republic, Finland, France, Iceland, Ireland, Italy, the Netherlands, Norway, Spain and the United Arab Emirates. In 2018, suspicions of trafficking in human beings for forced labour under conditions similar to slavery and exploitation in other forms of sexual exploitation were brought against a legal entity in Lithuania, where female victims of internal trafficking were identified.

Despite the growing numbers of victims, the general society in Lithuania does not consider THB as a serious threat to public safety. In April-July 2016, the Ministry of the Interior conducted an opinion poll concerning awareness of THB, which covered 3 088 respondents aged 15-75 across the country. 60% of respondents knew about the modus operandi of THB, 57% were aware of how to avoid becoming a victim of THB, and 53 % knew where to apply or to direct others for assistance. Criminal proceedings for THB-related offences were conducted in 56 cases in 2016 (29 initiated the same year), 61 in 2017 (35 initiated the same year) and 54 in 2018 (14 initiated the same year). The majority of the criminal investigations initiated have been related to non-sexual exploitation. Trafficking for the purpose of forced criminality (primarily shoplifting) is the predominant form of exploitation since 2013, followed by labour exploitation, sexual exploitation and forced or exploitative sham marriages.¹⁷²

The recent criminal investigations reflect that the majority of victims of human trafficking are recruited directly in public places by informal conversation, during which people are offered a better-paid job, they are less often recruited online and through job adverts.

The groups particularly vulnerable to becoming victims of trafficking in Lithuania are young and middle age people who reside in orphanages and state-run foster homes, as well as people with psychological or financial difficulties, people in precarious socio-economic situation. The main reason for people to accept offers of traffickers are their vulnerability and fraud, in some cases their dependence on

a trafficker, physical violence, gained or granted benefit from trafficker, having control over the victim.

Victims were mainly recruited in Vilnius and Kaunas, other towns were Klaipėda, Tauragė, Panavėžys, Kybartai, Biržai, Kupiškis, Kaišiadorys, Raseiniai, Jonava and Šiauliai.

Most perpetrators in human trafficking related crimes are Lithuanian nationals, the majority (85%) are men. 18 men and 2 women were sentenced for human trafficking in 2017. In 2018 the number of sentenced women grew to 13 (human trafficking for sexual exploitation (4), for selling/buying a child (6), for buying a child (2), for sham marriages (1)), as well as men – 35. The majority of men were sentenced for human trafficking for sexual exploitation (14), slightly less for human trafficking for criminal activities (12), and even fewer for labour exploitation (4) and illegal adoption (4), buying a child (1).

Lithuania is putting efforts towards strengthening cooperation with countries of destination, for the support of their nationals and also with countries of origin for victims exploited in Lithuania. In 2015, the first joint investigation team (JIT) on human trafficking for forced marriages was initiated together with the United Kingdom. Currently a pre-trial investigation is on-going in a case where people were recruited to work in cannabis farms in Ireland and Northern Ireland. A JIT was also formed to investigate this case.

On 12 December 2016 the State Labour Inspectorate signed a co-operation protocol with the State Labour Agency of Ukraine concerning the exchange of information on nationals working on the territory of another country and possible labour law violations. Some Ukrainian nationals registered as posted workers in Lithuania, 16 worked in the cargo transportation sector in Poland. Upon referral by the State Labour Inspectorate, four pre-trial proceedings for labour exploitation of posted workers were initiated in 2015–2018.

In recent years the Lithuanian authorities have also stepped up preventative work together with the Lithuanian communities abroad, especially in the United Kingdom, and used that to increase awareness about victim's rights and indicators of human trafficking. On 18 October 2018, a Declaration on Cooperation in Combating Trafficking in Human Beings and Modern Slavery was signed between the Ministry of Interior of Lithuania and the UK Government. The Declaration is a document of good faith which expresses the countries' ambitions to bring together the societies, especially groups at risk for human trafficking and contemporary forms of slavery; to strengthen cooperation and exchange of expertise between the responsible departments and professionals and to ensure that appropriate and timely assistance is provided to victims of human trafficking and slavery.

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

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

The Governmental Resolution on strengthening coordination of the fight against human trafficking was drafted by the Ministry of the Interior in cooperation with responsible agencies. The Resolution was adopted by the Government on 11 August 2016. It establishes an interagency commission for coordination of planning

and implementation of all counter-trafficking efforts in Lithuania, as well as defines the list of the agencies that are responsible for planning and implementation of counter-trafficking actions.

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

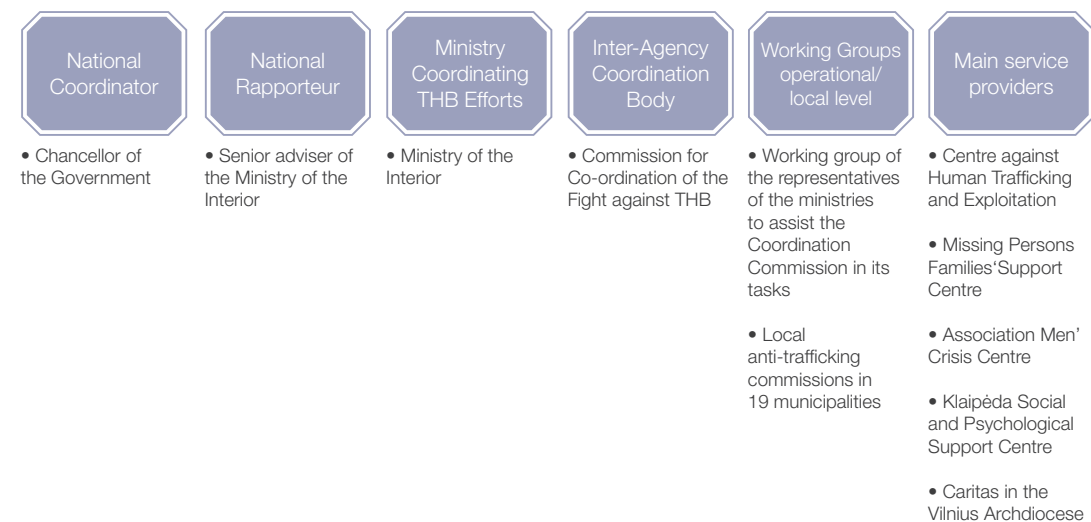
On 22 January 2017, the Minister of Social Security and Labour approved regulations on the public procurement procedure for provision of social assistance to victims of THB for 2016-2018. The assistance includes psychological and legal support; access to health care; temporary accommodation; information, mediation and representation; food and clothing; transportation; and assistance for integration into the labour market (including; training, support in the search for employment, assistance in work for those already employed). Identified victims have access to assistance irrespective of their agreement to cooperate with law enforcement authorities.

The National Rapporteur position was set up in Lithuania in March 2017, by the ruling No. 1V-245 of 31 March 2017 of the Minister of the Interior 'On the Appointment of the National Rapporteur'. One of the duties of the National Rapporteur is collecting statistical data and other relevant information on human trafficking. For this purpose, an electronic data collection system has been set up, capable of receiving and processing information from relevant state and non-state actors and allowing disaggregation by sex, age, form of exploitation, country of origin and/or destination. On the basis of this collected data, the National Rapporteur regularly reports to the Lithuanian Government, as well as to EU Anti-Trafficking coordinator, on the situation of human trafficking in Lithuania.

In 2017, the Ministry of Justice proposed to the Government to increase the fee for lawyers providing State-funded legal aid in order to increase interest among lawyers to work with victims of human trafficking. Furthermore, the Law on State-Guaranteed Legal Aid has been amended and the requirement of not having sufficient means to access legal aid during criminal proceedings has been removed with respect to victims of THB.

The State Child Rights Protection and Adoption Service adopted an order specifying that child trafficking and child exploitation for the purpose of labour cases should be treated with greater consideration. The order also defined a mechanism on reporting of extraordinary cases such as child trafficking or exploitation.

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

The Ministry of the Interior has a coordinating role in the work against trafficking in human beings. The Commission for Coordination of the Fight against Human Trafficking was set up by the Government on 11 August 2016. The Commission is chaired by the Chancellor of the Ministry of the Interior. It has been tasked to coordinate activities and actions of governmental and municipal bodies in the fight against human trafficking, the implementation of which in responsible bodies is ensured by their members in the Commission. The Commission consists of 23 representatives of State, municipal, civil society and religious bodies and organisations. Recently representatives of the Lithuanian communities in the United Kingdom and IOM office in Vilnius joined the Commission.

Furthermore, on 4 July 2018 the Government set up a working group to assist the Co-ordination Commission in its tasks. The group is intended to collect and summarize information necessary to carry out the functions of the Commission, to draft Commission documents, to assist in the development of reports and carry out other tasks of the Commission.

The Ministry of the Interior also coordinates the implementation of the inter-institutional action plan to implement the State Security Development Programme for 2015–2025 and the Action Plan for the fight against trafficking in human beings for 2017-2019.

In 2018, an Ambassador was appointed by the Ministry of Foreign Affairs to coordinate anti-trafficking issues in diplomatic missions and consular posts and to improve prevention of human trafficking.

The Minister of the Interior appoints the National Rapporteur. The National Rapporteur is responsible for the collection of statistical data and other relevant information on THB, analysing the available information and evaluating trends and the results of counter-trafficking activities and submitting recommendations to the Minister of the Interior and the Co-ordination Commission.

Local anti-trafficking commissions have been set up in 19 municipalities in Lithuania, which are chaired by the Deputy Heads of the respective municipalities. These commissions comprise representatives of local law enforcement bodies, prosecution authorities, social service agencies, child protection services, and education and health-care agencies. The municipal commissions meet, as a rule, once every three months in full composition, and can hold ad-hoc meetings in a more restricted composition, if necessary.¹⁷³

Assistance to victims of trafficking is provided through several NGOs, municipalities, and IOM Vilnius office within their competence.

The Centres against Human Trafficking and Exploitation, which is a programme run by Lithuanian Caritas "Assistance to victims of prostitution and human trafficking" and funded by the Ministry of Social Security and Labour provides assistance to female, male victims and children. The centers are located in six towns: Kaunas, Vilnius, Klaipėda, Šiauliai, Panevėžys, Marijampolė, Tauragė and have capacity to assist up to 30 victims.

The Association Men's Crisis Center in Kaunas is an NGO organising assistance and awareness raising to men and boys, including social, psychological and emergency medical assistance. However, accommodation for male victims of THB remains a challenge, as the only facilities which could be used for this purpose are shelters for men in difficult life circumstances, which are not adapted to the needs of victims of THB, and the duration of stay is limited to one week.

The Missing Persons Families Support Centre in Vilnius is an NGO rendering assistance in cases of human trafficking and if persons are missing. Also, this organisation maintains the free international line **116000** for missing children, and implements preventive and educational activities. The Centre has the capacity of assisting 10 victims (and their children) and, since its opening, has assisted three victims of THB. Male victims assisted by this NGO are accommodated in rented apartments. The assistance provided includes medical expenses, accommodation, food, clothes, and legal consultation.

Klaipeda Social and Psychological Services Center is an NGO that was established in Klaipeda in 2003. It provides social, psychological and legal assistance and rehabilitation and reintegration support to women who have suffered any form of close relationship violence, including human trafficking. The Centre also has an anonymous toll-free helpline 8 800 66366 and it engages in educational and research activities as well as preventive trainings (police officers, social workers, youth from risk groups).

Caritas in the Vilnius Archdiocese provides rehabilitation assistance and support to female, male victims and children.

BEST PRACTICES

- The State Labour Inspectorate under the Ministry of Social Security and Labor (hereinafter – SLI) is implementing the Illegal Labor Control Plan approved by the Chief State Labour Inspectorate of the Republic of Lithuania in 2017. Lithuania currently has 150 labour inspectors, with nearly 1.1 million economic entities to inspect. The plan includes inspections to discover cases of illegal employment and possible trafficking in human beings. In 2016, labour inspectors carried

out 7 012 inspections during which 1 129 irregular workers were found and 778 administrative law violations reports made; 65 reports were forwarded for further examination of possible THB. In 2017, labour inspectors carried out 6 500 inspections, detecting 266 illegally employed persons, of whom 22 were third-country nationals. The authorities reported that upon referral of the State Labour Inspectorate one pre-trial investigation for labour exploitation was initiated in 2015, two in 2016, four in 2017 and one in 2018.

- In 2017, a public awareness raising campaign was conducted within Lithuanian communities in the United Kingdom, the country with the largest number of reported cases of Lithuanian nationals exploited and abused. The Ministry of Interior for the first time invited Lithuanian expatriate communities to put forward projects for raising awareness about the forms of human trafficking and the threats it poses, as well as about the victims' rights and available assistance. The story of the campaign narrative was inspired by the research and intelligence gathered. The script was based on a typical story of deception, vulnerability and powerlessness associated with human trafficking. The story was told in Lithuanian, and geo-targeted at communities in both England and Lithuania to ensure that the people who need help would see it.
- The Center for Special Needs Education and Psychology under the Ministry of Education, Science and Sports has developed a new training program for human trafficking prevention consultants. 120 trained consultants will organize training for their school representatives in all Lithuanian municipalities. Methodological material (visual and textual) was also developed for class leaders and educational support professionals on how to work with children of different ages to prevent human trafficking. It should be noted that as of 1 September 2017 a Health and Gender and Family Education program is compulsory in all schools. This program contains topics (for grades 1-12) related to the prevention of trafficking in human beings: addressing various forms of trafficking and exploitation, risks, available help, critical evaluation and resilience to negative social pressures and so forth. This training was implemented in partnership with the NGO "Centre for Combating Trafficking in Human Beings and Exploitation" and the regional Prosecutor's Offices.
- The Missing Persons Families' Support Centre carried out a prevention campaign against human trafficking, domestic violence, school bullying and cyberbullying and developed the methodological material "Awareness raising for children and young people: preventing trafficking in human beings"; and they provided assistance to 30 people: free social, psychological and legal counseling to children and their families. In addition, in cooperation with the Police Department the Centre implemented the Amber Alert Facebook system for searching missing children in Lithuania. The Klaipeda Social and Psychological Services Center carried out a social campaign "Let's Focus on Lithuania Without Prostitution", which aimed to draw attention to the continuing decline in sexual exploitation and trafficking for sexual exploitation. In addition, the Centre has implemented an international project entitled "Study examining

campaign strategies in Member States to introduce legislative measures to discourage demand for sex trafficking”. This project is designed to support efforts to prevent human trafficking for sexual exploitation by reducing demand, through researching successful strategies involving legal changes, and fostering cooperation among key stakeholders.

DATA ON VICTIMS

2016



Male 32
Female 20
Children 4

NATIONALITY
Lithuanian (51)
Colombian (1)

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES AND CONVICTED TRAFFICKERS



2017



Male 33
Female 25
Children 8

NATIONALITY
Lithuanian (40)
Nepalese (18)
Ukrainian (2)

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES AND CONVICTED TRAFFICKERS



2018



Male 10
Female 34
Children 1

NATIONALITY
Lithuanian (44)

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES AND CONVICTED TRAFFICKERS



NORWAY



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

Norway is a destination and, to a lesser extent, a transit and source country for victims of trafficking in human beings. Trafficking for sexual exploitation remains the most commonly identified form of human trafficking in the country but there is a suspicion that many cases of human trafficking for labour exploitation go undetected. Though the majority of identified victims are women, victims of human trafficking in Norway are both women, men and children and many different nationalities are represented in the statistical data. Generally, women and girls are subjected to trafficking for sexual exploitation while both men and women are trafficked for forced labour, mainly in sectors such as domestic service and construction.¹⁷⁴

Victims of human trafficking in Norway are often foreign citizens who are residing in the country without residence permits.¹⁷⁵ There are many different nationalities represented in the statistical data and victims originate from a wide range of countries in Europe, Africa and Asia, though Nigeria and Romania remain the largest groups. However, over time there has been a change in the composition of the group of victims. Nigerian women have long been a very large group among identified victims in Norway but during the last years there have been reports that this group is decreasing.¹⁷⁶ Furthermore, there has been an increase in the number of male victims of human trafficking.¹⁷⁷ Even though the victims identified are still most commonly women, children and men constitute larger groups than ten years ago.¹⁷⁸

As regards human trafficking for sexual exploitation, this has long been the most commonly identified form of human trafficking in Norway but there have been clear changes in where this form of trafficking can be detected. Recruitment, advertisement, sale and payment for prostitution and sexual exploitation has increasingly moved to different platforms on the internet.¹⁷⁹ There are currently numerous advertisements for prostitution to be found online, and it is not known how many of these concern victims of human trafficking.¹⁸⁰ Moreover, at the same time as sex sales online have been increasing, street prostitution in Norway has been decreasing.¹⁸¹

Trafficking for forced labour is an issue which is being given increased attention by Norwegian police and the media in Norway has contributed to raising public awareness about this form of human trafficking.¹⁸² Trafficking for forced labour mainly occurs in sectors with low requirements for formal competence such as car washes, cafes and restaurants, cleaning, transport, agriculture and fishing, and building and construction.¹⁸³ The perpetrators of human trafficking for labour exploitation and services are often networks or organised criminal groups from EU-countries such as Romania, Lithuania and Poland, as well as Albania.¹⁸⁴ These groups primarily target victims of the same nationality but to some extent also victims from other poor EU-countries.¹⁸⁵ In 2017, a case of human trafficking for forced labour (Gartneri-saken) for the first time reached the Norwegian Supreme Court (Høyesterett). The case concerned three Indian men who were exploited to do seasonal work in agriculture.¹⁸⁶ The men worked long days with minimal pay and as they did not speak Norwegian, did not have their own money and were aware that the business was not conducted according to Norwegian rules they

were completely dependent upon their employers.¹⁸⁷ The employers were convicted for human trafficking and received prison sentences.¹⁸⁸

Human trafficking for forced begging and criminality is also present in Norway, although to a lesser extent than the previously mentioned forms of human trafficking. Romanian families have been known to exploit children for forced begging and the police have also observed families exploiting their own children or siblings for forced criminality.¹⁸⁹ Currently, there is no information indicating that organ trafficking or trafficking for forced military service occurs in Norway.¹⁹⁰

Over the years, Norwegian police has gained a greater knowledge about human trafficking and a greater awareness that human trafficking occurs in Norway, but the number of reported crimes of human trafficking is still low.¹⁹¹ Possible reasons for this could be that victims are afraid to or do not want to report the exploitation or that perpetrators are prosecuted for other related crimes instead of the trafficking crime.¹⁹²

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

In 2016, Norway adopted a new National Action Plan against human trafficking which was presented by six ministers, representing five different ministries of the Norwegian government. The Plan contained 26 measures aimed at countering human trafficking and assisting victims divided by five main goals: 1. Strengthened and targeted action against human trafficking, 2. Coordinated and effective measures to protect and promote victim's rights, 3. Improved police organisation and efforts, 4. Increased knowledge on how to detect and prevent human trafficking, and 5. Strengthened international cooperation against human trafficking.¹⁹³ The Plan is intended to present a coordinated effort against human trafficking where public authorities and NGOs work together to stop the abuse and protect the victims.¹⁹⁴ Human trafficking is also mentioned in the Norwegian Strategy for Combating Work-related Crime, which was last revised in February 2019. One of the measures in the strategy states that increased attention should be given to victims of trafficking for forced labour.¹⁹⁵

As of yet, Norway has not developed a National Referral Mechanism.

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

The Ministry of Justice and Public Security has the main responsibility for coordinating all government efforts against trafficking in human beings. This cooperation is mainly conducted through the work of an Inter-Ministerial Working Group (Interdepartemental arbeidsgruppe) against human trafficking, which was set up in 2013 and is chaired by the Ministry.¹⁹⁶

The National Coordinating Unit for Victims of Human Trafficking: KOM (Koordineringsenheden for Ofre for Menneskehandel) was established in 2006 and is administered by the National Police Directorate but has its own mandate from The Ministry of Justice and Public Security. The role of KOM is to coordinate anti-trafficking efforts between national authorities and other organisations, to provide methods to identify and to mobilise assistance and protection for victims and to provide cross-disciplinary exchange of information and capacity building within the human trafficking field.¹⁹⁷ The overall objective of the Unit is to combat human trafficking in Norway and, in collaboration with other central actors in the field, KOM works to reduce the number of persons recruited to and exploited by human traffickers in Norway, the existence of criminal networks engaged in human trafficking in Norway and the use of Norway as a human trafficking transit country.¹⁹⁸ The KOM unit cooperates with public authorities as well as NGOs which work with human trafficking issues in Norway and also participates in international meetings and conferences.

Within the Norwegian Police Force, The National Criminal Investigation Service (Kripos) has the national responsibility for conducting analytical work and participates in the international work against human trafficking.¹⁹⁹ Kripos also receives tips about individual cases of human trafficking and operates the **Police National Expert Group to Combat Human Trafficking**.²⁰⁰ The main aim of the National Expert Group is to increase the understanding and knowledge about human trafficking in the Norwegian Police Authority.²⁰¹ Tasks of the group include experience sharing between police and prosecutors, further development of the police's working methods and efforts to combat human trafficking and stimulating cooperation with other relevant actors.²⁰²

The Norwegian Police Force also works on a regional level to combat human trafficking and, following a decision in 2015, all 12 police districts have by now established their own specialised human trafficking group. The groups are organised according to different models and have different forms of cooperation with other units in the district.²⁰³ In the districts where priority is given to human trafficking for labour exploitation the specialised group might work closely with units that work with economic crime and in districts where sexual exploitation is prioritised, cooperation between units could look different.²⁰⁴

Other actors who in their work encounter victims of human trafficking are representatives from the **Norwegian Labour and Welfare Administration (NAV)** offices. NAV Grünerløkka in Oslo has since 2004 held the responsibility for adult victims of human trafficking in the Oslo region and will also function as a nationwide guidance office in cases concerning human trafficking for other NAV offices.²⁰⁵ In 2018, the Municipality of Oslo adopted a regional action plan against human trafficking and as part of this plan **NAV Grünerløkka** was further given the

responsibility to establish Human Trafficking Support Oslo (HTSO) for a trial-period of three years.²⁰⁶ HTSO is intended to be a continuation of the office's role as the main NAV contact point for human trafficking in the Oslo region and additionally HTSO should also provide training and in cooperation with other actors in the field contribute to a well-coordinated follow-up for victims of human trafficking in Oslo.²⁰⁷ The role of NAV Grünerløkka as a contact point for advice and guidance to other NAV offices in cases of human trafficking is also included in the National Action Plan.²⁰⁸

The **ROSA (Reetablering, Oppholdssteder, Sikkerhet og Assistanse)** project, which stands for re-establishment, shelter, security and assistance, was initiated in 2005 by Krisesentersekretariatet (an independent umbrella organisation for shelters in Norway) with funding from the Ministry of Justice. ROSA's mandate is to coordinate shelters and assistance to victims of human trafficking all over Norway and to provide information about human trafficking to employees of shelters.²⁰⁹ Furthermore, ROSA disseminates information about human trafficking in order to strengthen competence in victim identification and the handling of situations in which victim identification occurs.²¹⁰ ROSA also administers a national hotline for victims of human trafficking, which since 2016 is directed towards victims of all forms of human trafficking. Since 2005, when the project first started, ROSA has helped around 500 persons to leave situations of human trafficking.²¹¹

Apart from the shelters run by municipalities, ROSA also cooperates with Laura's Hus, a supported living project which targets female trafficking victims and their children and which was established in 2009 by **Nadheim of Kirkens Bymisjon (the Church City Mission)** in Oslo.²¹² The initiative offers safe housing with close follow-up related to social and health issues and also offers different courses and activities to its residents.²¹³ The initiative has a strong focus on physical and mental health and aim of boost the residents' ability to manage their own lives.²¹⁴ The time that victims of human trafficking stay at Laura's Hus varies, mainly due to the residence status of the victim, but some residents come to stay for years.²¹⁵

Other independent shelters aimed at victims of human trafficking include the female-shelter operated by **Maritastiftelsen** and **Safe House Filemon** aimed at male victims of human trafficking for forced labour operated by the **Norwegian Salvation Army**.

BEST PRACTICES

- In 2009, the Red Cross Oslo established the initiative "Rett til å bli sett" (Right to be seen) aiming to provide homework assistance and social activities for victims of human trafficking.²¹⁶ The project has since grown based on the identified needs of the target group and today their work is divided into four main categories: 1. Social activities, 2. Work training, 3. Individual follow-up, and 4. Information work.²¹⁷ The purpose of the social activities is to contribute to stabilisation and social rehabilitation through the creation of safe meeting spaces, the possibility to develop new relationships and the opportunity to learn and grow.²¹⁸ The work training is organised in collaboration with Nordic Choice Hotels and offers victims of human trafficking the opportunity to work at a hotel for a three-month period.²¹⁹ The purpose of the project is to give the

participants experience from a normal work environment and the possibility for future employment.²²⁰ In 2018, four out of the five persons who took part in the training continued working after the end of the project.²²¹ The project is open to all victims of human trafficking, regardless of gender and form of exploitation.²²²

- In 2018, as part of the government's capacity building efforts and in accordance with its mandate, KOM organised two national seminars which both were attended by over 90 participants representing various sectors. One of the seminars was on the topic of migration and human trafficking and was organised in cooperation with the research project MIGMA. The other seminar focused on children who are subjected to human trafficking and was organised in cooperation with the Norwegian Directorate for Children, Youth and Family Affairs (Bufdir).²²³ Also in 2019, KOM organised two national seminars. One seminar (attended by over 90 participants representing various sectors) was on the topic of new measures with a special focus on work-related exploitation. The other seminar (attended by 150 participants representing various sectors) focused on the topic of cooperation in criminal cases on human trafficking and dilemmas in safeguarding the victims (the goals and dilemmas of on the one hand detecting, investigating and prosecuting traffickers, while on the other hand making sure to protect the victims of the crime and secure their assistance).
- In 2018, ROSA organised a national conference on human trafficking. The aim of the conference was to discuss challenges in the work against human trafficking in Norway and to facilitate information and experience sharing.²²⁴ The conference was attended by approximately 170 participants from a wide range of originations and agencies and after the event ROSA published a report on the outcomes of the conference.²²⁵ Another conference of the same kind is planned to take place in November 2019.
- In the state budget for 2018, resources were allocated to establishing a central authority with responsibility for child victims of human trafficking.²²⁶ As a result of this, the Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) has during 2019 been working to establish a central guidance function which should ensure efficient follow-up of child victims, improve the coordination between different stake-holders and have a guiding function for local child welfare offices and other relevant actors who encounter child victims of human trafficking.²²⁷

DATA ON VICTIMS*

2016



Male 55
Female 206
Children 18
Transgender 1

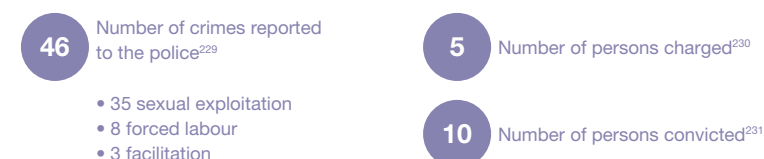
NATIONALITY

Nigeria 125	Thailand 5	Eritrea 3
Romania 14	Afghanistan 5	Others 37
Pakistan 11	Poland 4	
Bulgaria 11	Kenya 4	
The Philippines 9	Albania 4	
Morocco 7	Uganda 3	
India 7	Mongolia 3	
Ethiopia 6	Italy 3	

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



2017



Male 21
Female 121
Children 10
Transgender 2

NATIONALITY

N/A

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



2018



Male 21
Female 84
Children 8
Transgender 1

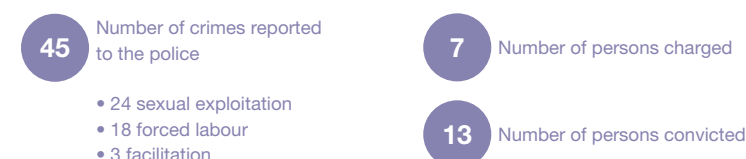
NATIONALITY

Africa 56
Eastern Europe 36 (of which 8 children)
Asia 15
South America 6
Western Europe 1

TYPE OF EXPLOITATION



DATA ON CRIMINAL JUSTICE RESPONSES



* In 2017, KOM decided not to continue providing yearly estimates on the number of identified potential victims before Norway has set up a more formal national system with a better and reliable statistical system for collecting and collating data. The numbers indicated in the data from 2017 and 2018 refer to the number of adult victims who have received shelter or assistance from NAV Grünerløkka, ROSA, Laura’s hus, Marita Womens bokollektiv, or Safe House Filemon, and the number of children placed in a child welfare institution under the Child Welfare Act.

POLAND



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

Poland is a country of origin, transit and destination for Trafficking in Human Beings. Polish citizens are at risk of being exploited in countries such as the United Kingdom and Germany. Simultaneously, large numbers of Ukrainian citizens obtained working visas in Poland and make up a substantial part of the workforce in Poland. According to data from the Ministry of Family, Labour and Social Policy, the number of Ukrainian citizens who had obtained valid declarations of intent to employ a foreigner by 31 December 2017 numbered 517,000 people, whereas 208,000 Ukrainians had a work permit. To this number should be added the group of around 100,000 Ukrainian citizens who are permanently resident in Poland and do not need a work permit, or who are studying or living in Poland for reasons other than work. In total, this amounts to around 900,000 migrants from Ukraine resident in Poland at the end of 2017.²³² Some of these migrants are under an overhanging risk of being exploited. Ukrainian nationals are the second largest group identified as presumed victims of human trafficking in Poland. However, the majority of identified presumed victims of THB in Poland continue to be Polish nationals exploited abroad. In 2017 as many as 453 people were recognised as victims of human trafficking, half of these were Polish nationals. In 2018, 222 people were recognized as victims of human trafficking.

The high number of identified presumed victims have not been followed by as many prosecutions or convictions. The Polish government have identified several possible reasons for why these numbers remain low compared to the number of identified presumed victims and partially explain the situation by the varied levels of competence among public prosecutors on the topic of human trafficking, as well as a lack of coordination between law enforcement agencies. Thus, the National Prosecutor Office set up a review mechanism in 2018 which has the mandate to take on cases of human trafficking dismissed by public prosecutors for further review and possibly re-open them again.

The most common form of exploitation is human trafficking for forced work or services followed by human trafficking for sexual exploitation. The exploitation forms are highly gendered; female victims are exploited mainly in prostitution while male victims are mainly subjected to human trafficking for forced labour. A concerning form of exploitation on the rise is the trafficking of Polish nationals to countries such as the United Kingdom with the purpose to commit benefit fraud with the name and data of the victims. It is not unusual that these persons are subjected to multiple forms of exploitation. Due to these figures and with labour dominating the human trafficking context in Poland, the Polish counter trafficking work, governmental efforts and measures for assisting victims have mainly focused on human trafficking for forced labour. Poland offers male victims of forced labour shelters and housing in the form of rotation flats where they can stay up to two years.

As a tool for combatting human trafficking and preventing Polish nationals from being exploited abroad, the Polish government continue to launch public awareness campaigns targeting the general public, as well as target groups considered to be specifically vulnerable to exploitation when travelling abroad to work, such

as young persons. The Ministry of Interior and Administration web portal www.handelludzmi.eu offers Polish citizens a broad range of information on human trafficking. Moreover, between 2016-2019 the Polish government cooperated closely with main countries of destination of Polish citizens, such as the United Kingdom. In 2019 the Polish Border Guard launched a joint investigation team (JIT) with the United Kingdom. In 2019 the Polish Police and the Polish prosecution authority worked in the framework of joint investigation teams with the Crown Prosecution Service and the Police of the United Kingdom of Great Britain and Northern Ireland. Two JITs initiated in 2018 were continued in 2019 – one of them was related to forced labour and the other to sexual exploitation. Two other JITs related to forced labour were initiated in 2019.

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

Since 2016 several measures have been introduced, aiming at strengthening the work against human trafficking in Poland as well as assisting victims.

Victims of human trafficking have a number of rights in Poland. For instance, in accordance with Article 176 of the Act on Foreigners, an adult foreigner who:

1. resides in Poland,
2. has started to cooperate with the authority competent to conduct proceedings on trafficking in human beings and
3. has broken off the relationship with persons suspected of trafficking in human beings

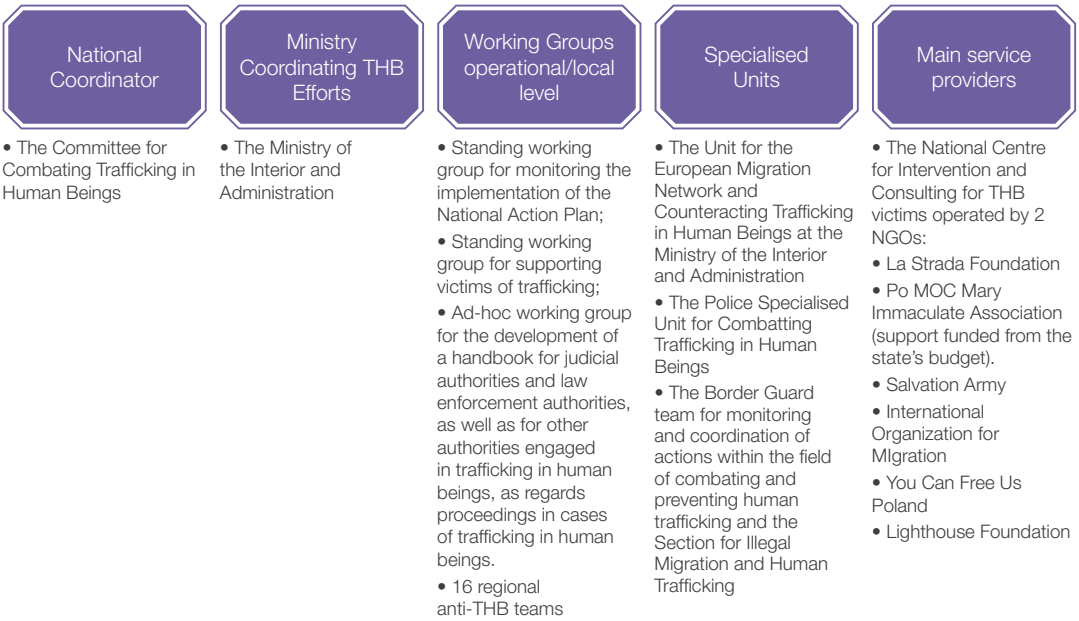
is granted a temporary residence permit for victims of trafficking in human beings. According to the amendment from February 2018 in the case of minors, cooperation with the authority is not required. It is sufficient that a child is granted a victim status in proceedings for trafficking in human beings.

Since 2016, two National Action Plans (NAP) against human trafficking have been introduced. The NAP for 2016-2018 included five priority areas: prevention; support and protection of victims; prosecution of human trafficking cases; training of professionals; as well as a section on studies on human trafficking. Polish citizens working abroad, or planning to work abroad, and foreigners planning to work in Poland were identified as a particular target group for the awareness raising campaign. Moreover, the NAP measures included the development of a National Referral Mechanism (NRM) for victims of human trafficking, amendments to legislation relevant for the support given to victims, the organization of an annual meeting of regional anti-trafficking coordinators, as well as measures with a special focus on child trafficking. Finally, the overall focus of the NAP had been on improving the coordination between relevant stakeholders through training of professionals who are likely to identify presumed victims in their daily work.

On 13 May 2019 the Committee for Preventing and Combating Trafficking in Human Beings adopted the draft National Action Plan (NAP) against Trafficking in Human Beings for 2019–2021. The key priorities of the current NAP concern increased and improved identification of victims, the combatting of THB in children and efforts targeting THB for forced labour. Polish state agencies have noted a need to continue to train the judiciary system on human trafficking. Thus, the NAP will be accompanied by an informative handbook for judicial authorities and law

enforcement authorities, as well as for other authorities engaged in trafficking in human beings, as regards proceedings in cases of trafficking in human beings. The Team for Sustainable Development and Corporate Social Responsibility under the Ministry for Investment and Regional Development (currently the Ministry of Development Funds and Regional Policy) in 2019 developed a draft legal definition of forced labour clarifying the components of this term in order to incorporate the term into the Polish Criminal Code. The proposal was passed to the Ministry of Justice for further consideration.

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

The Ministry of Interior and Administration (MIA) has the Governmental mandate to function as a national coordinator body against THB and, to some extent, a monitoring function in Poland, as Poland currently has not established a National Rapporteur function. The MIA monitors the implementation of the NAPs, drafts revised policy documents for the national action plans, organizes conferences and meetings gathering actors involved in combating trafficking, and supports projects on trafficking related issues.

The Committee for Combating Trafficking in Human Beings is tasked with coordination and monitoring of the progress of the implementation of the NAP. The Committee consists of representatives from all competent ministries, governmental administration units and NGOs. It acts as an auxiliary Board to the Minister. Currently, the Committee consists of representatives of 27 institutions, including 7 non-governmental organizations. All members of this body, including NGOs, have voting rights.

On 13 May 2019 the Committee adopted the draft National Action Plan (NAP) against Trafficking in Human Beings for 2019–2021 and decided on the establishment of

the following working groups:

- standing working group for monitoring the implementation of the National Action Plan;
- standing working group for supporting victims of trafficking;
- ad-hoc working group for the development of a handbook for judicial authorities and law enforcement authorities, as well as for other authorities engaged in trafficking in human beings, as regards proceedings in cases of trafficking in human beings.

The Police Headquarters has a Unit for Combating Trafficking in Human Beings in the Criminal Service and in addition anti-trafficking teams have been set up in each of the 16 regional offices and the Metropolitan Police.

The Border Guard Headquarters has an Investigative Department which is responsible for coordination of activities of the regional units in fighting against transborder crimes, including THB. There is also a Section for Illegal Migration and Human Trafficking. On the central level (BG HQ) and in all regional units (9) have been appointed special THB coordinators.

Also, the National Prosecutor's Office and each of 11 Regional Prosecutor's Offices have human trafficking consultants.

The Ministry of Family, Labour and Social Policy regularly provides specialised training on victims' support for staff working throughout the country in organizational units of social assistance at the municipality and powiat level.

The National Consulting and Intervention Centre for the Victims of Trafficking (KCIK) was established in 2009 as a public task commissioned by the Minister of Interior and Administration. It is financed from the State's budget. Since 2013, the services are provided by two NGOs: La Strada Foundation and the Mary Immaculate Po MOC Association. The system is available to victims identified by different authorities, to potential victims and institutions working with victims. The decision whether to provide assistance to the person is taken by an experienced employee working at the KCIK. This system enables the provision of assistance to victims at an early stage even if victims do not want to cooperate with law enforcement agencies. Therefore, the figures concerning persons assisted by the KCIK are higher than the figures of victims involved in criminal proceedings.

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

The Po-MOC Mary Immaculate Association, based in Katowice, provides comprehensive assistance to female victims of violence and prostitution and to their children; the activities of Po-MOC include direct assistance and street work, preventive work, shelter accommodation, re-adaptation housing, and a consultative point offering legal advice, individual therapy and assistance in finding employment. The Association provides specialised support for women and women with children. Empowering Children Foundation specifically addresses the prevention of

trafficking in children and assistance to abused kids as well as their families and caregivers.

ITAKA Foundation is involved in the search for people who have gone missing and provision of support to their families.

Halina Niec Legal Aid Center provides free legal assistance to vulnerable groups, conducts legal interventions, and implements research and educational projects on human trafficking. The Association of Legal Intervention also offers free legal advice to those whose rights have been violated.

The International Organization for Migration (IOM) Warsaw Office provides return and reintegration assistance to victims and presumed victims of human trafficking, who wish to return voluntarily to their country of origin. Assistance is provided on the basis of an agreement between the IOM and the Ministry of Interior and Administration. Voluntary return is always preceded by a risk assessment. Reintegration assistance is implemented after arrival in the country of origin through the IOM office in that country.

Salvation Army is a Protestant Christian church and an international charitable organization. The organization reports a worldwide membership of over 1.7 million. It is present in 131 countries, running charity shops, operating shelters for the homeless and disaster relief and humanitarian aid to developing countries.

You Can Free Us Poland is an international human rights organization that is fighting modern slavery around the world through advocacy, rescue and rehabilitation.

Lighthouse Foundation is a Christian non-governmental and non-profit organization that is a part of European Freedom Network. The mission of the foundation is to fight against human trafficking and modern slavery in Poland.

BEST PRACTICES

- In order to achieve a more effective and regular cooperation between stakeholders such as prosecutors, police and the border guard when investigating and prosecuting cases of human trafficking, the National Prosecutor Office in 2018 set up a case review mechanism. The mechanism has, through the prosecutor mandated to coordinate human trafficking investigations within the National Prosecutor Office, the authority to review, assess, discontinue or dismiss decisions taken by public prosecutors. Law enforcement may refer any dismissed case of THB to this mechanism. In eight cases referred to the mechanism by the Police, the Public Prosecutor Office agreed that the cases indeed concerned the crime of Human Trafficking. In five of the cases the charges were broadened in order to include human trafficking and in the remaining three cases the investigations were reopened.

STATISTICS 2016-2018

DATA ON VICTIMS

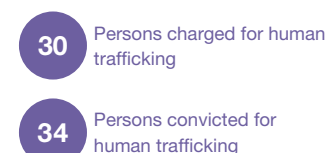
2016



NATIONALITY

Poland – 44
Ukraine – 30
Zimbabwe – 2
Romania – 1
Vietnam – 1

DATA ON CRIMINAL JUSTICE RESPONSES



NATIONALITY OF SUSPECTS

Poland - 28
Bulgaria - 2

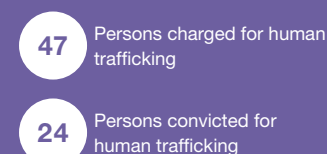
2017



NATIONALITY

Poland – 212
North Korea - 107
Ukraine – 59
Vietnam - 19
Romania – 15
Germany – 15
Belarus – 12
Bulgaria - 8
Congo – 1
Mongolia - 1
Nigeria - 1
Philippines - 1
Syrian Arab Republic - 1
Unknown - 1

DATA ON CRIMINAL JUSTICE RESPONSES



NATIONALITY OF SUSPECTS

(Poland – 41,
Bulgaria – 3,
Romania – 1,
Germany – 1,
Ukraine – 1

2018

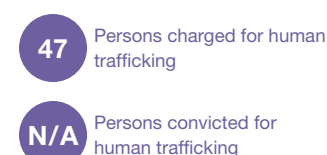


Children 25

NATIONALITY

Poland – 118
Ukraine – 48
Philippines – 10
Belarus – 4
Bulgaria – 2
German – 2
Romania – 1
Citizenship unknown – 1
Syria – 1
Vietnam – 1
Unknown – 9

DATA ON CRIMINAL JUSTICE RESPONSES



NATIONALITY OF SUSPECTS

Poland – 30,
Ukraine – 3,
Bulgaria – 3,
Vietnam – 1,
Roma (citizenship unknown) – 10

THE RUSSIAN FEDERATION



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

Trafficking in human beings in the Russian Federation is viewed as a complex phenomenon involving not only making a person a subject of a transaction but also subjecting individuals to various forms of exploitation and servitude. The Russian Federation largely remains a country of origin and destination for victims of human trafficking for multiple purposes. Forms of human trafficking vary from “traditional” sexual exploitation (including porno-production and sex services online) to forced and bonded labour, domestic servitude, trafficking for forced begging, forced criminality (such as forced cultivation drugs and drug trafficking), for exploitation by terrorists or illegal armed contingents, for illegal extraction of organs for transplantation, for drug testing (a relatively new form of exploitation), for social benefits fraud, and child trafficking for all forms of exploitation mentioned above.²³³

Workers from Russia and other countries in Europe, Central Asia, and Southeast Asia – including Vietnam and DPRK – are subjected to forced labor in Russia. Instances of labor trafficking have been reported in the construction, manufacturing, logging, agricultural, brick factories, textile, grocery store, maritime, and domestic service industries, as well as in forced begging, waste sorting, and street sweeping.²³⁴ New forms of exploitation such as trafficking of new-born babies by their parents and exploitation of disabled persons and children in forced begging are also being increasingly observed in the country. Internal trafficking is reported both for the purpose of labour exploitation and forced marriages particularly in the North Caucasus.²³⁵

As evidenced by regular monitoring of the results of efforts applied against human trafficking, almost 99% of cases of trafficking in human beings involve diverse forms of sexual exploitation. Young women in difficult situations and socially vulnerable people from Europe (predominantly Ukraine and Moldova), Southeast Asia (primarily Vietnam), Africa (particularly Nigeria), and Central Asia often become victims of human trafficking.

Special importance is attached to the protection of the rights of minors, who, due to their age, constitute the most vulnerable population group. Strict administrative sanctions are imposed against legal entities for creating conditions that enable trafficking in children and/or their exploitation.

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

The Russian Federation is a party to a number of international treaties on protection of individuals from criminal offences. First of all, this refers to the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the UN Convention against Transnational Organized Crime adopted on 15 November 2000 in Palermo and Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography of 25 May 2000. During the 78th session of the UN Committee on the Rights of the Child (May–June 2018), the Russian side presented a progress report on the Optional Protocol to the Convention on the Rights of the Child on the

sale of children, child prostitution and child pornography and provided information on the capabilities of Russia’s law enforcement bodies for timely detection and suppression of criminal activities.

In line with the provisions of international instruments ratified by the Russian Federation, the Russian Prosecutor General’s Office categorizes as crimes related to human trafficking the unlawful acts specified in the Criminal Code of the Russian Federation, Articles 120 (forced removal of human organs or tissues for transplantation), 127.1 (trafficking in human beings), 127.2 (use of slave labour), 240 (inducing to prostitution or coercion to prostitution), 240.1 (use of sexual services of a minor), 241 (organizing prostitution), 242 (illegal distribution of pornographic materials and items), 242.1 (production and distribution of materials and items containing pornographic images of minors), 242.2 (exploitation of minors for the purposes of producing pornographic materials and items).

The concept of “forced labour” is interpreted in the Russian legislation much broader than defined by norms of international law enshrined in conventions of the International Labour Organization. Any labour can be recognized as forced if it is proved that such work has been involuntary and carried out under the threat of a punishment. Such an approach in combination with the opportunity for workers to suspend or refuse work granted by law ensures better guarantees of their labour rights. The characteristics of acts in question are specified in detail in the existing norms of the Criminal Code of the Russian Federation related to countering human trafficking and the use of slave labour. Thus, the use of slave labour (Article 127.2 of the Criminal Code) is understood as the use of labour of a person involving the exercise of powers akin to ownership when such a person cannot refuse to do the work (provide a service) for reasons beyond his or her control.

The concept of “exploitation of a human being” is described in the note to Article 127.1 of the Criminal Code “Trafficking in human beings” as the use of prostitution services of other people or other forms of sexual exploitation, slave labour (services), servitude.

The Supreme Court of the Russian Federation is currently working on a draft resolution of the Plenum “On judicial practice in cases of abduction, unlawful deprivation of freedom, and human trafficking”.

Enhanced prevention measures are also taken at the level of the constituent entities of the Russian Federation with a view to eliminating criminal offences against children. To protect the rights of every child, the Government of the Russian Federation in its Order No 520-p of 22 March 2017 approved the Concept of Development of the System for Prevention of Child Neglect and Juvenile Delinquency until 2020, along with the Action Plan for 2017–2020 to Implement the Concept of Development of the System for Prevention of Child Neglect and Juvenile Delinquency until 2020.

Given the transnational nature of such crimes as trafficking in human beings, international cooperation in addressing this phenomenon seems of particular relevance. Russia’s priority on the regional level is the development of cooperation within the Commonwealth of Independent States (Armenia, Azerbaijan, Belarus, Kazakhstan, Kyrgyzstan, Moldova, Russia, Tajikistan, Uzbekistan (Turkmenistan is an associate state)). The Concept of Cooperation among Member States of the Commonwealth of Independent States in Countering Human Trafficking approved by CIS leaders in October 2014 provides a legal framework for such

cooperation. The Prosecutor General’s Office of the Russian Federation jointly with law enforcement and regulatory authorities implemented measures under the Cooperation Programme between the CIS Member States against Trafficking in Human Beings for 2014–2018. The relevant implementation plan was prepared by the Coordinating Council of Prosecutors General of CIS Member States.

Based on the results achieved under this Programme, a similar programme was adopted for 2019–2023, whose major objectives include:

- 1) harmonizing national legislation, including on the basis of model legislative acts on human trafficking adopted by the Inter-Parliamentary Assembly of CIS Member States;
- 2) developing specific recommendations and mechanisms to harmonize and improve national legislation on determining the list of crimes amounting to human trafficking, including those to regulate common approaches to setting the list of such crimes, the procedure for keeping their statistical records, reporting, analysis and integration of associated data;
- 3) analyzing outcomes of the efforts by financial monitoring bodies of CIS Member States to identify, track down and seize proceeds of crime obtained by human traffickers, as well as means to improve the efficiency of collaboration with competent law enforcement authorities in this work;
- 4) organizing and conducting comprehensive joint inter-agency prevention and special operations, etc.

Data on trafficking in persons, human organs and tissues is included in the list of information to be transmitted to the Inter-State Data Bank. One of the main areas of work under the 2005 Agreement on the Cooperation of the CIS Member States on Combating Trafficking in Persons, Human Organs and Tissues is the development of a joint data bank on transnational criminal groups, their leaders, legal entities and individuals involved in human trafficking as well as on disappeared persons who have presumably fallen victims to human trafficking.

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

With regard to the national coordination mechanism, currently there is no specific co-ordination around the issue of human trafficking. Different roles relating to monitoring the implementation of national policies and legislation are delegated to federal executive and legislative bodies e.g., the Ministry of Internal Affairs, the Investigative Committee and the General Prosecutor’s Office of the Russian Federation.

In the framework of the above-mentioned Cooperation Programme, territorial authorities of the Russian Ministry of Internal Affairs annually implement measures to suppress criminal activities related to kidnapping and trafficking in persons, human organs and/or tissues, alongside with similar measures to prevent, detect and suppress crimes related to exploitation of women and children, production and distribution of pornographic materials, including on the Internet.

In their oversight activities, Russian prosecution authorities take into consideration the multifaceted character of commercial exploitation of children as well as the use of the Internet for these purposes. Prosecutors seek, through legal action, the blocking of Internet resources that contain propaganda of prostitution and pornography involving minors. Upon prosecutors’ initiative, criminal proceedings are instituted on charges of illegal production and circulation of pornographic products with images of children. Given that children without parental care or supervision in vulnerable situations are the most likely to fall victim to criminal offences, the Russian Federation pays special attention to the prevention of child neglect. In order to oversee the relevant activities of competent authorities, prosecutors assess the timeliness and fullness of help provided to children in socially vulnerable situations.

BEST PRACTICES

PREVENTION ACTIVITIES

- A special place within the mechanism aimed at preventing crimes related to human trafficking belongs to the enforcement of healthcare legislation. Regular checks help prevent a conducive environment for potential abuses on the part of medical staff, violations in the field of donation and transplantation of human organs and tissues, illicit trafficking in biomaterials. The Russian legislation prohibits and criminalizes buying and selling organs and tissues.
- In order to enhance prosecutorial supervision, prosecutors build on both national and foreign experience of preventing these kinds of crimes, leveraging opportunities of legal cooperation on criminal cases, provided by international treaties and the Criminal Procedure Code of the Russian Federation.
- Pursuant to the Regulation on the Permanent Regional Operation of CSTO Member States to Suppress Illegal Migration, the comprehensive investigative and prevention operations (codename Nelegal) are carried out on an annual basis to curb irregular migration of citizens of third countries to the CSTO Member States (Armenia, Belarus, Kazakhstan, Kyrgyzstan, Russia and Tajikistan) and

suppress criminal activities of organized groups and criminal communities that have international and interregional ties and are involved in organizing irregular migration and human trafficking.

- Prosecution authorities are conducting large-scale awareness-raising activities and cooperating with civil society organizations.
- At the level of constituent entities of the Russian Federation, work aimed at preventing criminal offenses against children has been intensified.

PUBLICATIONS AND AWARENESS-RAISING ACTIVITIES

- In 2017, in the framework of the implementation of the project “Strengthening the Role of Municipalities in the Work to Prevent Trafficking in Human Beings in Saint Petersburg and Leningrad Oblast,” recommendations entitled “Enhancing Measures against Trafficking in Human Beings in Saint Petersburg and Leningrad Oblast” were developed and issued with support of ombudsmen’s regional offices, governmental and civil society organizations.
- In 2020, the All-Russian Scientific Research Institute of the Ministry of Internal Affairs is planning to undertake research on the topic of countering human trafficking and sexual exploitation of women and children. The study will focus on analysis of the current situation and trends in criminal activities related to human trafficking and sexual exploitation of women and children and subsequent development of proposals aimed at improving legislation and performance in countering the above-mentioned criminal offenses.
- Information on the outcomes of efforts to counter trafficking in human beings is regularly published on the official web-site of the Prosecutor General’s Office of the Russian Federation.

CONFERENCES, SEMINARS, TRAINING PROGRAMMES

In 2017–2018, representatives of Russian government agencies participated in a number of working meetings, seminars and round tables to share experience in combating human trafficking and providing assistance to victims of that type of crime, including with delegations from government authorities and NGOs. Those included:

- A working meeting between senior officials of the Prosecutor General’s Office of the Russian Federation and the former OSCE Special Representative and Coordinator for Combating Trafficking in Human Beings, Ambassador Madina Jarbussynova (Moscow, 9 February 2017).
- A seminar on Combating Human Trafficking and Organization of Illegal Migration: Ensuring Protection of Human Rights in Criminal Prosecution for Crimes Related to Human Trafficking and Organization of Illegal Migration

(Moscow, 30 May 2017) as part of the Programme of Cooperation between the Prosecutor General’s Office of the Russian Federation and the Ministry of Justice of the Republic of Finland for 2016–2019.

- A round table for representatives of member states and observers of the Eurasian Group with the participation of an official from the Prosecutor General’s Office of the Russian Federation on the theme “Practice of cooperation between financial intelligence units and law enforcement agencies in fighting against human trafficking” in the format of a videoconference, under the auspices of the Federal Financial Monitoring Service - Rosfinmonitoring’s International Methodology Center (Moscow, 28 July 2017).
- An official from the Prosecutor General’s Office of the Russian Federation took part as an expert in the second OSCE Gender Equality Review Conference (Vienna, 12–13 June 2017).
- A round table on the Role of Prosecutors in Countering Human Trafficking and Illegal Migration was held under the Programme of Cooperation between the Prosecutor General’s Office of the Russian Federation and the Supreme People’s Procuratorate of the People’s Republic of China for 2016–2017 (Dalian, 20 December 2017).
- In 2018, senior officials of the Prosecutor General’s Office of the Russian Federation held working meetings with heads of prosecutor’s offices of Cuba and Serbia, as well as with the Minister of Justice of the Republic of Finland, to share experience in countering organized crime, including such forms as human trafficking and organization of irregular migration.
- In September 2018, Tajikistan hosted a meeting of prosecutors general from the member states of the Shanghai Cooperation Organization, where they also discussed issues of combating human trafficking.

STATISTICS (2016–2018)

The analysis of statistical information on the efforts taken to counter human trafficking in 2018 showed that, according to the state statistical report form 491, a total of 2328 cases of the above-mentioned forms of crime were recorded in Russia in the period from January to December 2018 (2093 cases in 2017, +11.2%).

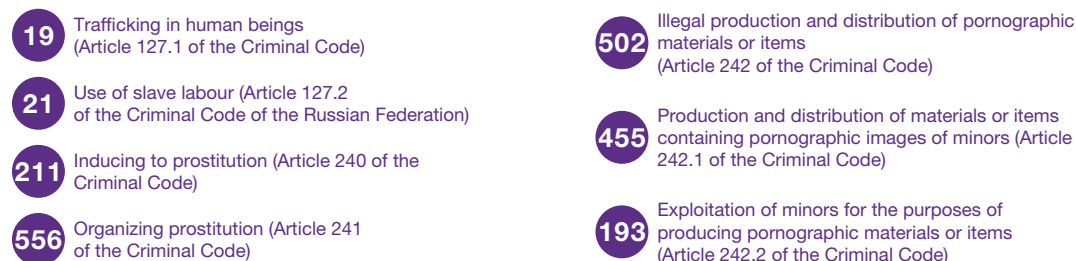
Prosecutors work to make sure that relevant authorities take timely, comprehensive and lawful measures to enforce compliance with the migration legislation by individuals and entities. In 2018, following the examination of materials provided by prosecutors to preliminary investigation bodies, a total of 1259 criminal cases were initiated with respect to migration-related offences (1240 cases in 2017).

DATA ON VICTIMS

2016 NUMBER OF CHILDREN RECOGNIZED AS VICTIMS

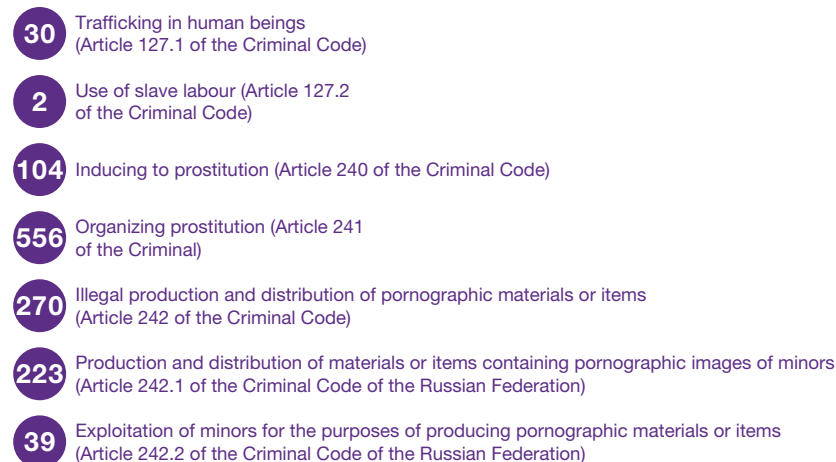


TYPE OF EXPLOITATION*



DATA ON TRAFFICKERS*

Number of perpetrators identified during the reporting period

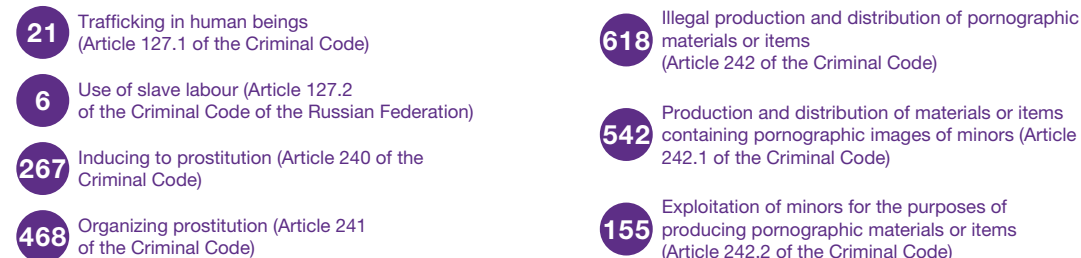


* According to federal statistical monitoring form No 1-EGS "Consolidated report on crime"

2017 NUMBER OF CHILDREN RECOGNIZED AS VICTIMS

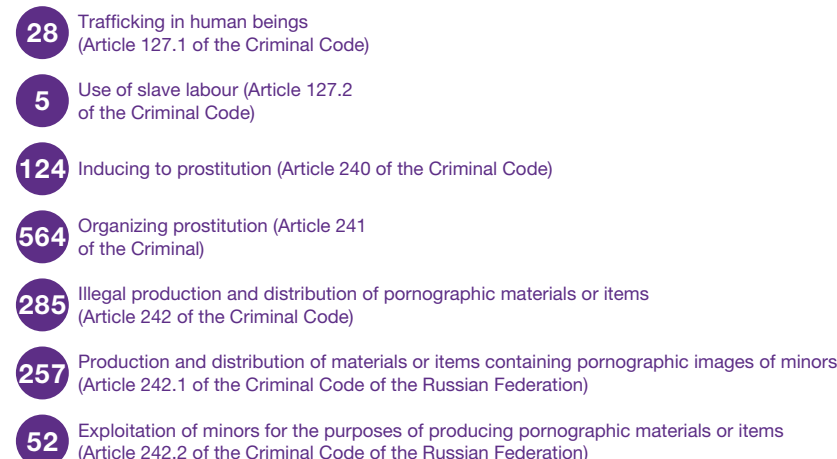


TYPE OF EXPLOITATION



DATA ON TRAFFICKERS

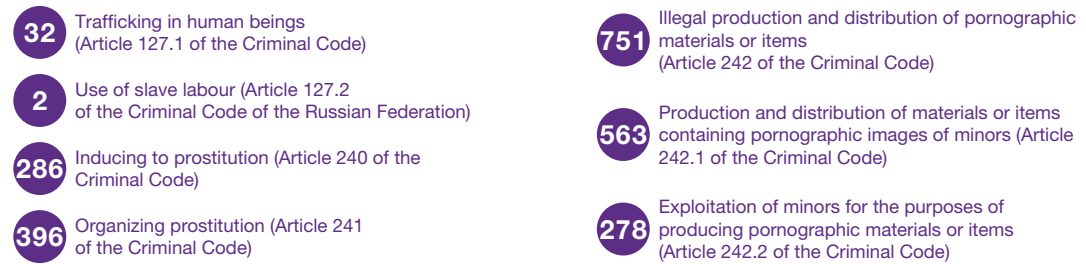
Number of perpetrators identified during the reporting period



2018 NUMBER OF CHILDREN RECOGNIZED AS VICTIMS

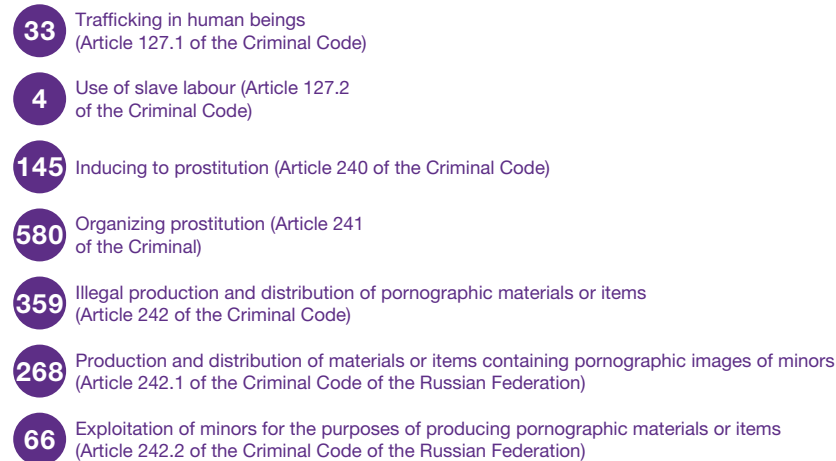


TYPE OF EXPLOITATION*



DATA ON TRAFFICKERS*

Number of perpetrators identified during the reporting period



SWEDEN



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

Sweden is mainly a destination and, to a lesser extent, transit country for Trafficking in Human Beings (THB). Although trafficking in human beings in Sweden is not limited to big city areas, THB for all forms of exploitation is still mainly observed in the three biggest city areas of Stockholm, Gothenburg and Malmö. An increase of identified cases of presumed THB can be noted throughout the country.²³⁶ Trafficking for sexual exploitation remains the most common form of exploitation identified in the country. The majority of victims identified are women from Eastern and South-Eastern Europe as well as Nigeria. The victims often have poor knowledge of Swedish society and do not speak Swedish, as opposed to the perpetrators who generally have a good understanding for the Swedish society and often speak Swedish.²³⁷

However, the number of identified cases of other forms of THB, primarily labour exploitation and forced begging, continue to increase and there are also occurrences of multiple exploitation. Moreover, there is reason to believe that many cases of human trafficking go unrecorded, in part as a result of a reluctance by victims to contact national authorities due to lack of trust or knowledge of their rights.²³⁸

As regards trafficking for forced labour, identified presumed victims often come from countries outside of the European Union, such as Afghanistan, Bangladesh, Moldavia and Somalia.²³⁹ Affected sectors include carwashes, tire shops, cleaning, personal assistance, construction and the restaurant sector and victims often come to Sweden having been promised a job and are only after their arrival made aware of changes in their working conditions.²⁴⁰ Irregular migrants are particularly vulnerable to trafficking in human beings.

Reported cases of trafficking for forced begging mainly involve victims from Bulgaria and Romania and general trends indicate that the traffickers of this type of exploitation often have some form of personal relation to the victim, a factor which can make victims less inclined to testify against the perpetrators.²⁴¹ It can also be noted that there has been an increase in the number of children suspected to be victims of forced begging.²⁴²

As is the case in most EU member states, criminal prosecutions and convictions in cases of human trafficking remain low compared to the number of reported cases to the Swedish Police Authority. Possible reasons for the low number of convictions, as presented by the National Rapporteur, include complicated legislation, a lack of resources and a tendency for victims to change their testimonies during the course of the trial due to fear of reprisals.²⁴³ Furthermore, a large number of the trafficking crimes reported to Swedish police concern exploitation that has been committed outside of Sweden, making them more difficult to investigate.²⁴⁴ Both in 2016 and 2017, a considerable sub-section of the number of reported crimes to the Police from the Migration Agency occurred before or during the presumed victim's travel to Sweden.

A group which continues to be particularly vulnerable to human trafficking is asylum seekers who received negative decisions on their asylum applications and remain in Sweden as irregular migrants. These individuals often lead a very difficult life and if they are able to find work, they are generally paid very little and are often exploited

by their employers.²⁴⁵ This vulnerability is particularly prominent when the asylum seeker is a child who has arrived in Sweden without other family members.²⁴⁶

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

In July 2018, legislative amendments entered into force which introduced a new offence in Swedish criminal law: human exploitation (Chapter 4, Section 1 b of the Criminal Code).²⁴⁷ A person who, in cases other than kidnapping or trafficking in human beings, by unlawful coercion, deception or exploitation of another person's position of dependence, defencelessness or difficult situation, exploits another person in forced labour, labour under clearly unreasonable conditions or begging is guilty of human exploitation and can be sentenced to imprisonment for at most four years. A person who commits such an act against a person who has not attained eighteen years of age is held responsible even if no unlawful coercion, deception or exploitation of another person's position of dependence, defencelessness or difficult situation took place. This also applies if the person who commits such an act did not have intent but was negligent regarding the circumstance that the other person had not attained eighteen years of age. These amendments were, among other reasons, made to provide a wider legislative protection against crimes related to human trafficking.

Amendments regarding the offence trafficking in human beings also entered into force on 1 July 2018. The provision was rephrased in order to clarify the improper means used to commit trafficking in human beings, the criminalised area with regard to trafficking of children was broadened as the requisite of criminal intent was complemented by negligence, as regarding the age of the victim, and the minimum sentence for trafficking in human beings, less serious offence, was raised to imprisonment for at least six months.

On 1 January 2020, legislative amendments regarding the offence purchase of a sexual act from a child will enter into force.²⁴⁸ Through these amendments, the offence will be renamed exploitation of a child through purchase of a sexual act, the minimum sentence will be raised from a fine to imprisonment and the maximum sentence will be raised from imprisonment for at most two years to imprisonment for at most four years.

In February 2018, Sweden adopted a National Action Plan (NAP) to combat prostitution and trafficking in human beings. The main objective of the NAP is to prevent and counter prostitution and trafficking in human beings for all purposes and to contribute to better protection and assistance for victims of human trafficking.²⁴⁹ Through the creation of a National Action Plan, the Government seeks to strengthen cooperation and coordination in the area of human trafficking.²⁵⁰ The measures which are presented in the plan are divided into eight areas: 1. Increased coordination between authorities and other actors, 2. Enhanced preventive work, 3. Improved ability to detect prostitution and trafficking in human beings, 4. Legislative measures, 5. Increased protection and assistance, 6. More effective law enforcement, 7. Increased knowledge and method development, and 8. Increased international cooperation.²⁵¹ Within each area, a number of measures are presented which aim to counter prostitution and human trafficking in the country. It is emphasized that the plan should be viewed also against the background of

the Government's national strategy to prevent and combat men's violence against women.²⁵²

In 2019, an updated edition of the Swedish National Referral Mechanism (NRM) was presented by the Gender Equality Agency. The NRM consists of six steps which aim to ensure that potential victims of human trafficking are provided with assistance and protection: 1. Identification, 2. Urgent protection, 3. Urgent assistance, 4. Long-term assistance, 5. Criminal proceedings, and 6. A safe return.²⁵³

NATIONAL COORDINATION MECHANISM



MAIN STAKEHOLDERS AND THEIR MANDATE

Within the Government Offices of Sweden competent ministries on issues of human trafficking include the **Ministry of Employment**, the **Ministry of Justice**, the **Ministry of Health and Social Affairs** and the **Ministry for Foreign Affairs**. The mentioned ministries share responsibility for issues related to trafficking in human beings.

On 1 January 2018, the function of the National Coordinator (NC) against prostitution and human trafficking for all forms of exploitation was transferred from the County Administrative Board of Stockholm to the Swedish Gender Equality Agency and made permanent. The **Swedish Gender Equality Agency** will continue the work initiated by the previous NC and will coordinate the work against all forms of human trafficking on a national level, develop inter-agency cooperation and support national authorities in method and competence development.²⁵⁵ As part of its work, the NC operates a national hotline, offering guidance on issues related to human trafficking to practitioners from national authorities and municipalities as well as civil society.²⁵⁶ Furthermore, the NC finances the voluntary return program which is operated by International Organisation for Migration (IOM) in Helsinki.²⁵⁷

Another aspect of the work of the NC is the financing of county coordinators against prostitution and human trafficking. The NC's office currently co-finances thirteen county coordinators which are spread out across the country. The county

coordinators are practitioners from social services who can provide expert knowledge in human trafficking at a regional level and assist authorities such as police and social services in cases of human trafficking.²⁵⁸ The coordinators also work to ensure that victims of human trafficking receive the protection and assistance that they are entitled to and coordinate assistance from authorities such as social services, the Swedish Migration Authority, police and health services.²⁵⁹ The NC also administers the **National Task Force** against prostitution and human trafficking (NMT), which aims to strengthen the work against prostitution and human trafficking in the entire country and develop the cooperation in the work against human trafficking and make it more efficient.²⁶⁰ Apart from the Gender Equality Agency, the Task Force is composed of the Swedish Police Authority, the Swedish Migration Agency, the Swedish Prosecution Authority, the Swedish Tax Agency, the Swedish Work Environment Authority and representatives from social service and health care.²⁶¹ The Task Force functions as a resource for government agencies, municipalities and other organisations to help develop and support their work operatively, as well as to enhance the agencies' awareness of prostitution and trafficking-related issues.²⁶²

The **Swedish Police Authority** has held the role as National Rapporteur (NR) on trafficking in human beings since 1998. The Swedish NR has a similar mandate to equivalent mechanisms in other countries. The responsibilities of the NR include information collection and dissemination, providing analysis and recommendations on how to prevent and combat human trafficking and providing information to international committees and bodies.²⁶³ The NR also submits an annual report to the Government on the results of counter-trafficking efforts and current developments in Sweden.

In addition to the function of the NR, the Swedish Police Authority also has several members of staff who are specialised in the area of human trafficking and expertise on the issue is spread out across the organisation. The overall responsibility for human trafficking issues lays with the National Operations Department (NOA) but there are also specific operational human trafficking units in five of the seven Police Regions and action plans to combat human trafficking have been developed in six out of seven regions.²⁶⁴ Since 2010, the Swedish Police Authority also offers an interactive course providing information on all forms of human trafficking which is available to all its employees.²⁶⁵

The **County Administrative Boards** of Sweden have regional mandates to coordinate projects and efforts aimed at curbing prostitution and human trafficking for sexual exploitation in their respective county.²⁶⁶ The County Administrative Board of Stockholm has had the Governmental assignment since 2016 to function as a National Coordinator for issues concerning vulnerable EU-migrants in Sweden. The function includes responsibility to increase cooperation and strengthen coordination among actors who work with vulnerable EU-migrants. The assignment expires in December 2019.

In spring 2016 the Swedish Government appointed an **Ambassador against Human Trafficking** in order to promote effective international cooperation in the area of human trafficking.²⁶⁷ The role of the Ambassador is to enhance the Swedish contribution to international measures to combat human trafficking and prostitution as well as to effectively communicate international efforts in the field to Swedish

authorities.²⁶⁸

On 1 January 2018, the International Public Prosecution Offices in Stockholm, Gothenburg and Malmö was merged into the new **National Unit against Organised Crime (RIO)**, which is the unit that is now specialised in leading preliminary investigations and prosecuting cases of human trafficking. Since 1 April 2018, all THB cases are handled by the unit and the prosecutors who work at the unit are all senior prosecutors with long experience. The unit is based in Stockholm but also has offices in Gothenburg and Malmö. The Prosecution Development Centre in Gothenburg is responsible for method development in the area of human trafficking. The presumed result of the merge in that competence now is gathered at one unit which will increase the chance of better results in handling of THB cases and possibility to build up competence in this area.

The Swedish Platform Civil Society against Human Trafficking is an organisation which works to combat all forms of human trafficking and to ensure that victims of human trafficking receive assistance and protection. The organisation was established in 2013 with support from the County Administrative Board of Stockholm and consists of experts and civil society organizations which encounter and/or work with victims of human trafficking. The members of the Platform meet regularly to discuss and share experiences in relation to trafficking related phenomena and to develop partnerships. Through its members, the Platform can gather data on victims of human trafficking that civil society actors in Sweden encounter and assist. The Platform also monitors anti-trafficking measures and initiatives taken and reports about victims in Sweden. Moreover, the Platform acts as a representative for Swedish civil society and cooperates with the Swedish Police Authority, in their role as NR, and other actors involved in anti-trafficking activities in Sweden, as well as abroad.

Many of the members of the Swedish Platform Civil Society against Human Trafficking either directly assist victims of trafficking or engage in a variety of preventative efforts and actions. The NGO **Talita** runs shelters for female victims of human trafficking in Stockholm and Gothenburg.²⁶⁹ The **Salvation Army** meets potential victims daily in their outreach work and service centres.²⁷⁰

BEST PRACTICES

- In 2017, the National Task Force against Human Trafficking (NMT) at the County Administrative Board of Stockholm, in cooperation with the network of the Swedish county administrative boards, launched a web-based course on human trafficking of children and youth. The course is directed at practitioners who in their work are likely to encounter child victims of human trafficking and the course aims to strengthen the ability of these persons to identify potential victims of human trafficking and to inform about the authorities' responsibility to ensure children's rights in situations of human trafficking.²⁷¹ Since its launch, the course has registered nearly 2000 users from national authorities and organisations such as social services, the Police Authority, the Migration Agency and various NGOs.²⁷²

- Due to a thorough reorganisation of the Police starting in 2015, the priorities and competence of the Police to counter human trafficking varied in Sweden. Thus, in 2018 the Swedish Government through the formal assignment Enhanced ability to combat human trafficking instructed the Swedish Police Authority to describe and strengthen the measures it is taking to combat human trafficking throughout the country. An evaluation report showed that the Police have in fact managed to strengthen their ability to prevent and combat human trafficking for all forms of exploitation, as a result of the active measures taken by the Police since the reorganisation. Competence strengthening activities, such as trainings for Police officers and operative support for smaller regions, have raised the awareness of human trafficking throughout the police organisation which subsequently resulted in more convictions for human trafficking, or connected crimes such as pimping or aggravated pimping. Two trafficking cases resulted in convictions in the Väst and Bergslagen police regions in 2017 and five cases of human trafficking led to convictions in the police regions of Öst, Mitt, Syd, Bergslagen and Väst in 2018. Two of the five cases in 2018 were cases of trafficking of children. In addition to training and enhanced operational measures against human trafficking and related crime, the police have also increased cooperation with the relevant authorities and NGOs to further strengthen the rights of the victim.
- The Swedish Government has made several efforts in strengthening the international cooperation against prostitution and human trafficking for sexual exploitation. Recognising, and countering, demand as a key factor in the work against human trafficking for sexual exploitation has been a clear priority for the Swedish government during the reporting period of 2016-2019. In order to strengthen this perspective and disseminate the Swedish findings and experiences of the *Act on the ban of purchasing sexual services*, the Swedish Institute (SI) produced a new booklet on the Swedish prostitution policy and targeting demand.²⁷³ The booklet targets Swedish embassies and international audiences and aims at raising their knowledge on the Swedish prostitution legislation as such as well as the Swedish programs and services available for victims of prostitution. Additionally, the Swedish Ambassador against Human Trafficking developed an online training tool for Swedish embassy and foreign ministry staff. The training tool will cover human trafficking for all forms of exploitation. Both of these assignments were formulated in the latest Swedish National Action Plan against THB and prostitution. Finally, Sweden and France in 2019 signed a cooperation agreement on joint diplomacy efforts concerning the work against prostitution and human trafficking. The focus of the agreement involves highlighting the Swedish and French legislation prohibiting the purchase of sexual services.

DATA ON POSSIBLE VICTIMS IDENTIFIED BY THE SWEDISH MIGRATION AGENCY²⁷⁴

2016



2017



2018

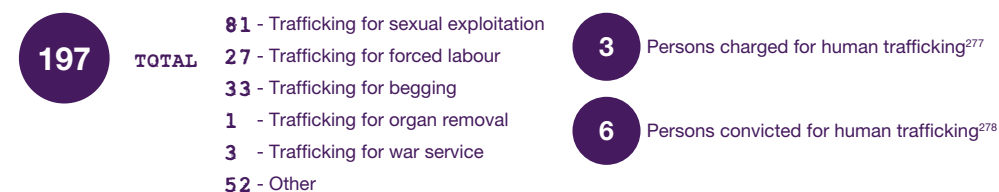


DATA ON VICTIMS assisted by the NGOs²⁷⁵

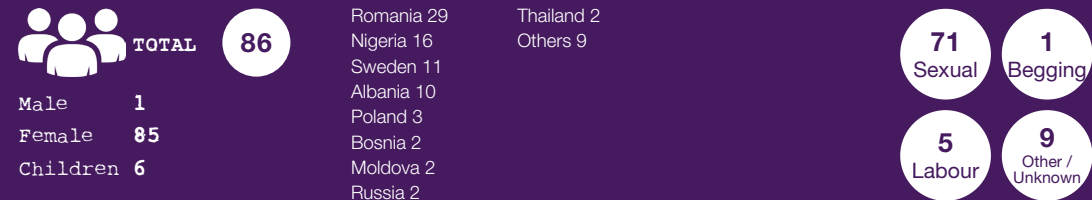
2016



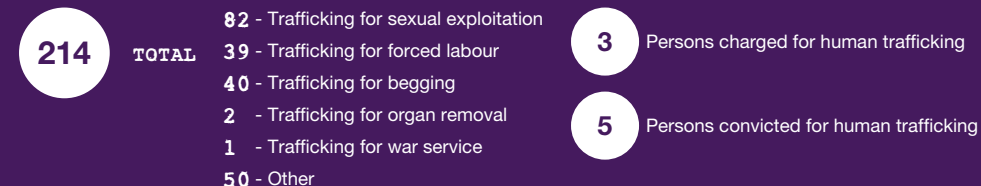
TRAFFICKING CRIMES REPORTED TO THE POLICE²⁷⁶



2017



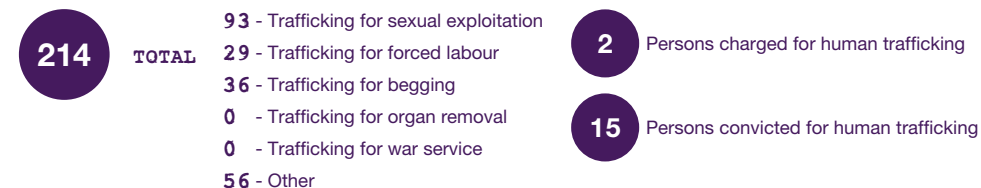
TRAFFICKING CRIMES REPORTED TO THE POLICE



2018



TRAFFICKING CRIMES REPORTED TO THE POLICE



SUMMARY

The *Human Trafficking 2020 – Baltic Sea Region Round-up Report* has been developed by the Task Force against Trafficking in Human Beings (TF-THB) of the Council of the Baltic Sea States. The TF-THB is an expert group that aims to strengthen, build upon and improve current anti-trafficking policies, preventive and protective work in the Baltic Sea region through a coherent and multidisciplinary approach. The TF-THB was formed in 2006 as a forum for political dialogue and information exchange on human trafficking issues in the Baltic Sea region and has, since its creation, worked to implement projects and activities that provide value for Member States, as well as other actors in the region. During the 13 years that the TF-THB has been operating, the region has seen a lot of positive developments, but human trafficking is persistent, as it is a phenomenon that mutates and evolves through new sectors and avenues. New exploitation trends and challenges are constantly emerging and to be able to counteract trafficking it is important to keep up with these developments, reduce and close gaps in policy and provide adequate assistance to victims. The *Human Trafficking 2020 – Baltic Sea Region Round-up Report* serves an important purpose in this regard.

The aim of this report is to present an overview of recent developments and emerging trends in human trafficking in the Baltic Sea region as well as the efforts of the CBSS Member States in this field. It provides a thorough overview of new trends, on-going projects and initiatives, legal and institutional frameworks, coordination mechanisms, and statistical data. The report covers the developments during the period from 2016 to 2019 and contains a separate chapter on each of the 11 CBSS Member States: Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland, the Russian Federation, and Sweden. The *Human Trafficking – Baltic Sea Region Round-up Report 2020* is the third of its kind and it serves as a follow-up to the reports of 2013 and 2016.

Human trafficking is a phenomenon which can be observed in all CBSS Member States and the 2020 Round-up Report presents a reality where women, men, girls and boys are trafficked to, through and from the Baltic Sea region. Human trafficking for sexual exploitation continues to be the main form of human trafficking identified in the Baltic Sea region. However, an increased prevalence of human trafficking for labour exploitation has been observed in the region and in some Member States, like **Finland, Iceland, Latvia, Lithuania and Poland**, labour exploitation is on a par or even more prevalent than sexual exploitation. Other forms of human trafficking that continue to be observed in the region are forced begging, forced criminality, forced/sham marriages, trafficking for identity fraud and domestic servitude. The picture is made even more multifaceted by the fact that some victims are subjected to multiple or overlapping forms of exploitation. The forms of exploitation that victims are subjected to are still highly gendered as victims of sexual exploitation are predominantly female whereas most victims of labour exploitation and forced criminal activities are male. In the Baltic Sea Region, the main countries of destination are **Denmark, Finland, Germany, Iceland, Norway and Sweden**. **Estonia, Lithuania, Latvia, Poland and Russia** are primarily countries of origin, but in last few years are becoming both countries of origin, destination and transit countries.

The profile of victims has not changed significantly in the recent years. Certain groups in countries of origin, such as minority groups, people from poor socio-economic backgrounds, as well as people with psychological or financial difficulties are more vulnerable to the risk of human trafficking. Victims are often deceived and manipulated, being promised work conditions that then suddenly change upon arrival in the destination country. Victims can be recruited by family members, relatives or acquaintances and recruitment is increasingly online. A common thread that in recent years unifies many victims, especially male victims of labour exploitation, is homelessness. The contemporary trafficking story often begins with a homeless man being approached at a train station, a soup kitchen or shelter and being offered a job abroad. Psychologically abused, not knowing the language, saturated with alcohol, with no access to their documents or the bank accounts that are set up in the names, they are easily exploited and more importantly for the trafficker not missed.

As regards the nationality of victims, in the period 2016-2018, a higher number of victims from countries outside of Europe have been observed. Whereas a majority of victims in earlier periods came from European countries, about half of the victims in the region today come from countries outside of Europe. In several Member States, a prominent group among identified and presumed victims are migrants and refugees who have been subjected to different forms of exploitation during their journey from their country of origin to a CBSS Member State.

Political will to combat human trafficking in the Baltic Sea region remains and national anti-trafficking structures are regularly updated and improved to better be able to prevent trafficking in human beings, prosecute perpetrators and provide assistance to victims. However, despite the efforts made by Member States to counteract human trafficking, numbers of identified victims are still increasing in many Member States. As many victims may be unwilling or unable to seek assistance from state authorities or non-governmental organisations, it is likely that many cases of human trafficking in the region go unrecorded.

NATIONAL LEGAL AND INSTITUTIONAL FRAMEWORK

During the reporting period, CBSS Member States have continued to develop their legal and institutional anti-trafficking frameworks to better prevent and respond to cases of human trafficking.

By 2019, most countries in the Baltic Sea Region have developed National Action Plans (NAPs) or other anti-trafficking policy provisions aiming to combat human trafficking. Updated NAPs are currently in place in **Denmark, Iceland, Latvia, Lithuania, Norway, Poland and Sweden**. In **Finland**, the new NAP will be drafted and completed during 2020. **Estonia** does not have a NAP aimed specifically at combatting trafficking, but the National Action Plan for Reducing Violence includes activities aimed at combatting human trafficking. **Germany and the Russian Federation** currently do not have NAPs. Legislative changes have been implemented in several countries. **Sweden** amended the provisions in the Swedish Penal Code regarding human trafficking to clarify the means by which the crime of human trafficking is committed, broadening the criminalised area with regard to trafficking of children and raising the minimum

sentence for human trafficking of a lesser degree. **Latvia** introduced the concept “Specially Protected Victim” in the Criminal Procedure Law, establishing measures aimed at providing extra support during criminal proceedings to victims of human trafficking, and amended the Law on State Compensation to Victims, altering the maximum amount of State compensation to victims of human trafficking. **Germany** transposed the Directive 2011/36 EU on preventing and combating trafficking in human beings and protecting its victims into national law. **Estonia** introduced the concept of “presumed victim” in the Victim Support Act, criminalised the purchase of sex from a victim of trafficking in cases where the perpetrator is aware that the person is a victim of human trafficking and made amendments to the Criminal Code to emphasise that economic benefits are not a necessary element of the trafficking crime.

Estonia also finalised a new guide on identifying and referring victims of human trafficking to services. Through a cooperative partnership between the police, the Prosecutor’s Office, the Labour Inspectorate, the Social Insurance Board and service providers, as well as various relevant ministries, this guide was created with the aim to help service providers identify cases of human trafficking and ensure that the victim has access to services.

Finland is working on proposals for a variety of measures aimed at improving the status of victims of human trafficking and ensuring that all victims of different forms of human trafficking receive equal assistance regardless of the progress of criminal proceedings in the human trafficking case. The overall goal of these measures is to strengthen the victim-oriented approach.

Lithuania adopted a Governmental Resolution on strengthening coordination of the fight against human trafficking which established an interagency commission for coordination of planning and implementation of all counter-trafficking efforts in Lithuania and defined the list of the agencies responsible for planning and implementation of counter-trafficking actions.

In **Sweden**, a second updated edition of the National Referral Mechanism (NRM) was presented by the Gender Equality Agency in 2019.

NATIONAL COORDINATION MECHANISMS

Member States also continued their work to structure and coordinate national efforts against human trafficking. With some national variations as regards the composition of this structure, most of the Member States have established some form of National Coordination Mechanism aiming to combat human trafficking.

One of the central actors in these coordination structures is often a National Coordinator (NC), which has been established in many Member States. Specific tasks of the NC vary between Member States, but the main tasks are generally to coordinate national anti-trafficking efforts and to oversee the implementation of the NAP. National Coordinators (NC) have been appointed in **Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Sweden and Poland**. In the **Russian Federation**, no specific assignment of NC has been established but the coordination task of anti-trafficking measures has been assigned to the Ministry of Interior in cooperation with other relevant authorities.

In **Denmark, Estonia, Finland, Germany, Latvia, Lithuania, Iceland, Norway, and Sweden**, the NC is complemented by an inter-agency coordination body. This inter-agency body is often used as a platform for governmental agencies and non-governmental actors to exchange information and coordinate efforts. **Denmark and Sweden** have inter-agency coordination groups composed solely of governmental actors. This is also the case in **Norway**, but non-governmental organisations are included in the decision-making process via the anti-trafficking national coordination unit (KOM). Currently there is no inter-agency coordination body in the **Russian Federation**.

National Rapporteurs hold the function of data gathering, monitoring and reporting on human trafficking. National Rapporteurs are currently operating in **Finland, Lithuania and Sweden**, although **Finland** is the only country in the Baltic Sea Region to have an independent National Rapporteur. In **Estonia, Latvia and Norway** the NCs hold additional tasks similar to those of a National Rapporteur. In **Germany and Poland**, some elements normally pertaining to a National Rapporteur can be found in the inter-agency coordination body.

BEST PRACTICES

In all CBSS Member States, there are examples of innovative and ambitious efforts by governmental and non-governmental actors to combat trafficking in human beings. The best practices outlined in the report include various projects, activities, approaches, initiatives, practices, or processes implemented with an aim to prevent human trafficking, prosecute perpetrators or provide assistance to victims. Some prominent examples are the following:

- **Finland** has been an example to other Member States in the efforts made to provide training on human trafficking issues to criminal investigation authorities, thereby demonstrating an awareness of the importance of knowledge of human trafficking at investigative authorities. Within the framework of the IHME project, implemented between September 2017 and May 2019, the Finnish National Assistance System for Victims of Human Trafficking provided training to nearly 1200 officers from the police and Border Guard. The training aimed to improve the officers’ understanding of the phenomenon of human trafficking, victim identification and investigations of cases of human trafficking. As a result of the project, in the future, all police and Border Guard students in Finland will receive basic training on human trafficking.
- **Lithuania** has been advancing efforts to tackle forced labour through the work of the State Labour Inspectorate. Implementing the Illegal Labour Control Plan, Lithuania has 150 labour inspectors carrying out inspections with the aim to discover cases of illegal employment and possible trafficking in human beings. As a result of these inspections, in 2016 two pre-trial investigations for labour exploitation were initiated upon referral of the State Labour Inspectorate, four were initiated in 2017 and one investigation was initiated in 2018.
- In **Iceland**, the Police carried intensive training activities and set up specialised police units. In 2018, a cyber-crime unit was established with the aim to cooperate with the existing specialised anti-trafficking unit in investigating suspected cases of

human trafficking. Additionally, a unit specializing in organised crimes and human trafficking was set up within the border police unit responsible for the airport.

- In 2017, **Germany** set up the Service Centre against Labour Exploitation, Forced Labour and Human Trafficking, aiming to strengthen cooperation between relevant stakeholders in the country who work with issues of forced labour and labour exploitation. Through competence building activities, such as multidisciplinary workshops, the centre intends to function as a coordinating bridge on these issues for actors on federal, state and municipal level. Also, the Federal Criminal Police Office (BKA) has, through its training centre, offered regular training seminars and modules on trafficking in human beings for police officers working on the federal as well as länder level.
- In many Member States, training has been provided to various groups of professionals on issues relating to human trafficking. In **Estonia**, the Ministry of Social Affairs has provided annual funding for training of social welfare staff, police officers, prosecutors, judges, labour inspectors, victim support workers and other professionals involved in assisting and protecting victims of trafficking.
- **Latvia** has stepped up work with local actors. The Local Governments Training Centre of Latvia in the framework of the European Social Fund Project “Improving the support system for children with communication difficulties, behavioural disorders and domestic violence” provides regular 4 hour training for local actors. The training is based on the guidelines for municipalities “Stepping up local action against human trafficking” developed by the CBSS TF-THB.
- **Sweden** has been working to further improve state expertise in the topic of child victims of human trafficking. In 2017, the county administrative boards together with the National Task Force launched a web-based course on human trafficking of children and youth. The course is directed at practitioners who in their work encounter child victims of human trafficking and aims to strengthen the ability of these persons to identify potential victims of human trafficking and to inform about the authorities’ responsibility to ensure children’s rights in situations of human trafficking. Since its launch, the course has registered nearly 2000 users from national authorities and organisations such as social services, the Police Authority, the Migration Agency and various NGOs.

STATISTICS

Statistical data constitutes an essential tool for identifying and understanding the current developments in the field of human trafficking. The data presented in this report allows the reader to get a general overview of national trends and emerging patterns in the region. Data included in this report covers the years 2016-2018 and has been collected on a national basis from a wide range of actors working in the field of human trafficking. However, there is, as of yet, no coherent and comprehensive approach to data collection in the CBSS Member States. All the countries in the region collect some form of data on human trafficking on a regular basis, however, there are variations in how this data is collected and, in some cases, this consists of a minimum set of data. Data collection is carried out by different actors in the Member States and the sets of data collected differ from country to country. A central data collection system is still often lacking. Due to these variations, the key findings below are not

all based on the same national data sets and the figures provided are not necessarily comparable over the region. Nevertheless, some indicative patterns and trends can be distinguished:

DATA ON VICTIMS

- In comparison with the last reporting period, the numbers of identified victims are increasing in many Member States. Highest numbers of victims are identified in **Germany** (2130 victims), **Poland** (753 victims), followed by **Norway** (512 victims). In total, 4739 victims of human trafficking have been formally identified in the CBSS Member States in 2016 - 2018.
- A majority of the identified victims in the Baltic Sea Region are female. However, in **Denmark** in 2018 and in **Lithuania** in 2016-2017, most of the identified victims were male.
- About half the victims identified in destination countries in the Baltic Sea region originate from countries outside of Europe. In **Denmark**, **Finland** and **Norway** a clear majority of all victims originate from countries outside of Europe.
- Nigerian victims continue to be the largest group of victims from countries outside of Europe. Other nationalities that have been observed in several member states are Thailand, the Philippines and Vietnam.
- Among European victims, the most common countries of origin outside the Baltic Sea Region are Bulgaria, Romania, and Ukraine.

DATA ON TRAFFICKERS

Data on traffickers is still limited as most Member States collect statistics only of the total number of convicted traffickers, sometimes disaggregated by gender, nationality and/or type of exploitation.

- Although some of the identified traffickers every year tend to be women, the majority of traffickers are still men. However, in 2017 most convicted traffickers in Latvia were women.
- Perpetrators commonly have strong connections to the country of origin of the victim.

DATA ON CRIMINAL JUSTICE RESPONSES

- When compared to the number of identified victims, the number of convictions for trafficking in human beings remain low in the Baltic Sea Region. However, there are exceptions and in **Lithuania** in 2018, the number of convicted persons even exceeded the number of identified victims.
- The number of convicted persons fluctuate from year to year and is highly dependent upon increased investigative efforts in particular fields as well as the uncovering of larger cases.

CURRENT AND PERSISTENT CHALLENGES IN THE BALTIC SEA REGION

Due to the ever-changing nature of human trafficking, new challenges are always emerging, and it is essential that Member States keep up with these developments in order to be able to efficiently combat human trafficking and assist victims. In 2020, the Baltic Sea region still faces several challenges which will require increased attention and common efforts:

- As our societies are becoming more reliant on technology, traffickers are finding new methods and means to operate. Member States need to keep up with these developments and be ready to adapt accordingly. Recruitment, advertisement and exploitation have increasingly gone online with apps, social media, forums, encrypted messaging services and the dark web all being utilised at all stages of the trafficking crime. These changes will require a change in the methods of law enforcement and victim assistance providers. Newer forms and methods of trafficking can be difficult for authorities to identify and assistance to victims must be organised to fit the needs of victims trafficked in a technologically rapid and fast paced digital world.
- Identification of victims of human trafficking in migration flows remains a challenge. Migrants and refugees continue to be subjected to exploitation on their journey to countries in the Baltic Sea region and/or upon arrival to a country in the region. In order to grant adequate assistance and protection to these victims, an increased awareness and knowledge on victim identification is required of actors who work in the field of immigration.
- As the numbers of convicted traffickers in the region remain low, further efforts to investigate and prosecute cases of human trafficking are needed. Cases of human trafficking are sometimes prosecuted under other related crimes due to difficulties in providing sufficient evidence, lack of knowledge of human trafficking among law enforcement authorities or lack of information exchange between different actors in the field. Problems are caused also by limited legal mechanisms of information exchange between the countries of destination and origin of the victims of human trafficking; complicated means of validating evidence of third country nationals in court; and different ways of treating the crime of human trafficking by law enforcement officials in different countries.
- Cases involving victims who are identified in a country which is different from where the exploitation has taken place present particular challenges to all actors working with human trafficking in Member States. Efficient inter-state cooperation is particularly important in these cases to ensure that perpetrators are prosecuted, and proper assistance is rendered to the victims.
- Even if assistance system has been significantly diversified and strengthened in many Member States, it is still conditional and is connected to the legal status of victims and criminal proceedings.

- Understanding and regard for gendered reactions to trauma and exploitation hinder assistance provision. There is inherent systemic bias against both female and male victims of trafficking which are manifest in the expectations of the state service provision (lack of male shelters) and perceived prescriptive and “allowed” reaction of the victim by state actors in return for assistance (reflection period, support to law enforcement, expectation of gratitude and so forth).

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ACRONYMS AND ABBREVIATIONS

BAMF - The German Federal Office for Migration and Refugees
BKA - The German Federal Criminal Police Office
BMAS - The German Federal Ministry for Labour and Social Affairs
BMFSFJ - The German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth
BMI - The German Federal Ministry of the Interior
Bufdir - The Norwegian Directorate for Children, Youth and Family Affairs
CAR - CBSS Children at Risk Group
CBSS - Council of the Baltic Sea States
CIS - Commonwealth of Independent States
CMM - Center Mod Menneskehandel (Danish Centre against Human Trafficking)
CoE - Council of Europe
CSR - Corporate Social Responsibility
CSTO - Collective Security Treaty Organization
DIMR - Deutsches Institut für Menschenrechte (German Institute for Human Rights)
EIO - European Investigation Order
EU - European Union
FKS - Abteilung Finanzkontrolle Schwarzarbeit (German fiscal control unit specialized in illicit work)
GDP - Gross Domestic Product
GRETA - Group of Experts on Action against Trafficking in Human Beings
HEUNI - European Institute for Crime Prevention and Control
HTSO - Human Trafficking Support Oslo
ICMPD - International Center for Migration Policy Development
IKV - Ihmiskaupan Vastainen Verkosto (The Finnish Civil Society Platform against Trafficking in Human Beings)
ILO - International Labour Organization
IOM - International Organization for Migration
ISF - Internal Security Fund of the European Union
JIT - Joint Investigation Team
KAST - The Buyers of Sexual Services Social Services Units in Sweden
KCIK - The Polish National Consulting and Intervention Centre for the Victims of Trafficking
KOK - The German Network and Coordination Office Against Trafficking in Human Beings
KOM - Koordineringsenheten for Ofre for Menneskehandel (The Norwegian National Coordinating Unit for Victims of Human Trafficking)
Kripas - The Norwegian National Criminal Investigation Service

MIA - The Polish Ministry of Interior and Administration
MONIKA - Multicultural Women's Association (Finland)
NAP - National Action Plan
NAS - The Finnish National Assistance System for Victims of Human Trafficking
NAV - The Norwegian Labour and Welfare Administration
NC - National Coordinator
NCI - National Centre of Investigation of the Danish National Police
NGO - Non-Governmental Organisation
NMT - The Swedish National Task Force against prostitution and human trafficking
NOA – The National Operations Department of the Swedish Police
NR - National Rapporteur
NRM - National Referral Mechanism
OSCE - Organisation for Security and Co-operation in Europe
PSF - CBSS Project Support Facility
RIKU - The NGO Victim Support Finland
RIO - The National Unit against Organised Crime of the Swedish Prosecution Authority
ROSA - Reetablering, Oppholdssteder, Sikkerhet og Assistanse (The Norwegian re-establishment, shelter, security and assistance project)
SI - Swedish Institute
SIB - The Estonian Social Insurance Board
SIRI - The Danish Agency for International Recruitment and Integration
SLI - The Lithuanian State Labour Inspectorate
STEA - The Finnish Funding Centre for Social Welfare and Health Organisations
StGB - Strafgesetzbuch (The German criminal code)
TF-THB - CBSS Task Force against Trafficking in Human Beings
THB - Trafficking in Human Beings
TRM - Transnational Referral Mechanism
UCN - The Foreigners/Immigration Unit of the Danish Police
UN - United Nations
UNODC - United Nations Office on Drugs and Crime