

“Assisting Victims of Trafficking in Human Beings” is designed as a practical guidebook and has been published within the framework of the Daphne project named ***“Towards Improved Assistance and Protection for Victims of Trafficking in Human Beings”***. This project was developed to improve the co-operation and exchange of information between groups involved in the fight against trafficking in human beings. The project aims to identify and promote the best practices in assisting victims of trafficking in human beings, with the goal of helping the victims to either integrate into a host country or to return to and reintegrate into the countries of origin.

This guidebook is part of an educational package including a brochure entitled ***“Human Trafficking: Issues, Legislation and Assistance”*** and a video tape.

These tools have been developed using the experiences of associations from three European countries: the Committee Against Modern Slavery (CCEM), based in France, which coordinates the project; Payoke and Pag-Asa, based in Belgium; and On the Road, Differenza Donna and Servizio Pastorale Migranti, based in Italy. The International Organization for Migration (IOM), an intergovernmental organisation, has also been involved.

The following pages are intended for use by all professionals involved in fighting against trafficking in human beings and providing assistance to victims.

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ASSISTING VICTIMS

OF TRAFFICKING IN HUMAN BEINGS

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Photo: D.R.

INTRODUCTION

Trafficking in human beings is a sensitive and complex issue. Member states of the European Union have not yet formulated harmonised notions either of trafficking or of the fight against it. Only those countries which have developed structural policies to address the issue of trafficking (for example, Italy, Belgium and the Netherlands) have government-organised protection and assistance programmes. Proposed measures have general and minimal characteristics, and apply in all cases.

People who are traded illicitly and exploited are victims of human trafficking.

These people are often vulnerable as a result of poverty, age, social situation, a handicap, or even because of their marital status. They are often found to be illegal migrants lacking proper working papers or a residence permit (for example, they may hold only a tourist visa, or possess a forged passport, or present themselves, using a false identity, as asylum seekers). Nevertheless, these people are also courageous, seeking alternatives to their current living conditions

Properly adapted assistance consists of the following elements:

- specialised assistance;
- respect of victim's choices;
- granting of a residence permit. This allows victims a certain degree of stability, and it also allows them to benefit from certain rights and to have access to healthcare system;
- prior training of staff (both permanent and volunteer) of the associations and social partners;
- awareness-raising of professionals involved in protecting and assisting victims (for example, police officers, judges, lawyers, doctors, interpreters, social workers, etc.).



Photo: France 2 TV screenshot.

A. FIRST CONTACT WITH A VICTIM OF TRAFFICKING

Victims of trafficking are often held in isolation. The provision of assistance begins by putting the victims back in touch with the world they have been separated from. The more hidden and private are the places of exploitation (such as brothels, bars, sweatshops, private houses, etc.), the more difficult it is to reach the victims. Taking into account the sensitivity of the victims' situation, it is strongly recommended never to make promises that one is not certain to be able to keep. Their confidence has already been taken advantage of, and it is difficult to win it back.

A.1. First Contact through a Toll-Free Number

A national toll-free telephone number functions as a source of information and a reference tool for professionals and the general public. It is designed for any person wishing to obtain information or advice relating to trafficking in human beings. It also serves as a distress line that allows people to call attention to cases of trafficking in human beings.

AN EXAMPLE FROM ITALY :

A Toll-Free Number: 800 290 290

This toll-free number functions throughout Italy. The calls are directed first through Rome, where an initial selection process is carried out. They are then transferred to regional centres. The service is designed to provide help, information and advice to victims. The toll-free number was publicised by means of television advertisements, billboards and brochures.



A.2. . First Contact with the Police

Police officers must ensure that trafficking victims are recognised as such and not as illegal immigrants.

*** Victims of sexual exploitation :**

- The first contact with these victims will be facilitated by the regular presence of specially trained plain-clothes police officers in close vicinity to the point of exploitation, specialised in the following activities:
- to establish a relationship with possible victims;
- to counteract the negative image often associated with police officers, an image which may be instilled by the exploiter and by the actual situation in certain countries of origin;
- to win back the victim's trust;
- to inform victims of their rights and of the possibilities of assistance;
- to refer victims to specialised institutions.

Nota bene: *in cases where the victim has suffered recent violent treatment, a medical examination must be carried out*

*** Victims of economic exploitation**

This is a form of exploitation which is less visible and more difficult to recognise.

Contact with victims is possible in the following cases:

- **during inspections of workplaces**
(restaurants, bars, workshops, etc.)

Police officers or authorised inspectors must be capable of identifying a victim and of recognising signs of distress.

The police must inform possible victims of their rights and of the possibilities for of assistance.

The police should also refer victims to appropriate specialised institutions. This assumes that the police must be able to communicate in a language the victims understand

- when citizens inform the authorities of cases of trafficking

Nota bene: in cases where the victim has suffered recent violent treatment, a medical examination must be carried out

AN EXAMPLE FROM ITALY : Social Services Provided by the Questura in Rome (police headquarters)



The Questura in Rome has provided a social secretariat since September 2001.

This service is managed by associations specialised in providing assistance to victims of trafficking in human beings. Until May 2002, the work was carried out on a volunteer basis.

The project is currently financed by the municipal government of the city of Rome.

The following associations are involved:

- Ora d'Aria
- Caritas Rome
- Differenza Donna
- Parsec
- Coop. Magliana
- Casa dei Diritti Sociali
- Comunità Sant Egidio
- Cooperativa Impegno

In concrete terms, these associations take turns at staffing this service at the Questura. A separate office is provided for the work.

The project aims to inform those victims brought to the Questura about the possibilities of legal assistance provided for under Italian law. The service provides information about their rights, administrative proceedings and medical assistance, as well as about accommodation and other services provided by the associations.

A.3. First Contact with Non-Specialised Groups (Social Services, Hospitals, Associations, Street Groups)

If a person is assumed to be a victim of trafficking in human beings or of slavery, the following procedures should be followed:

- in the presence of an interpreter, propose an interview, without making any promises;
- turn towards a specialised NGO with which you might collaborate;
- turn towards the relevant police department

In this last case, the procedure is simplified and emergency accommodation can be immediately provided. This measure implies that the relevant police or inspection services have been notified of the existence of a case of trafficking in human beings and that a collaboration has been established with a specialised NGO.

A.4. First Contact with an NGO Specialised in Assisting Persons Involved into Prostitution

Some NGOs attempt to meet victims through specialised street groups and drop in centres.



« Drop in centres »

Staffed by social workers, cultural mediators, psychologists, legal specialists, etc., the aim of drop-in centres is to welcome persons involved in prostitution and provide them with information and other services.

They provide the following services :

- information and preventive medicine;
- accompanying prostitutes to receive medical assistance;
- psychological help;
- legal and social counselling;
- setting up of specialised assistance programmes.

The drop-in centres enable social workers to understand victims and their motivations more clearly. People close to victims can also call in at drop-in centres in order to seek the information on possibilities of integration into society.



Specialised street groups

Street groups consist of mobile teams of social workers, cultural mediators and volunteers. When these groups were first formed, the aim was to provide medical assistance and moral support to prostitutes.

At present, these groups play a key role in identifying victims of trafficking. Nevertheless, it is difficult to maintain lasting relations with possible victims because they often move around.

Possible courses of action include the following:

- establishing a relation with the prostitutes based on confidence;
- provision of information concerning preventive medicine;
- accompanying the victims to receive medical assistance;
- provision of information about the possibilities of escaping from the ring of prostitution and exploitation;
- developing ways of providing information to victims in their native languages;
- observing the situation;
- informing relevant members of the local communities concerned.



Foto: Marie Dorigny

B. ASSISTANCE BY A SPECIALISED NGO, A NATIONAL OR AN INTERNATIONAL ORGANISATION

Victims of trafficking or exploitation can be directed towards a specialised NGO if their existence has been drawn attention to by the following groups and/or institutions:

- private individuals;
- street groups;
- social services;
- drop-in centres;
- hospitals;
- the police.

Tip-offs are generally given by telephone or by e-mail. It is rare that a victim contacts the specialised NGO on his or her own.

An initial interview with the victim is scheduled.

In countries which have specific legislation recognising the subser-vient person as precisely a victim of slavery or of human trafficking, this first interview will be conducted either in the presence of a legal specialist or uniquely by such a specialist, with the purpose of checking that the requisite legal conditions are fulfilled.

The presence of such a legal specialist is not required during the first interview in countries that do not have legal definitions or legislation applicable to such cases.

B.1 Legal Assistance

B.1.1. The role of specialised NGOs

An NGO has the following roles:

- as an assistant during the victim's legal proceedings;
- as a mediator between the NGO's partners or another external service (such as a legal service, a lawyer, the police, an immigration office or another type of social service) and the victim.

The NGO must do the following :

- **inform the victim in a comprehensible manner (if necessary, this should occur in the presence of an interpreter) of the following :**
 - existence or not of a procedure that assists and protects victims of trafficking in human beings and the possible link to a legal enquiry;
 - choices available;
 - possible risks;
 - conditions linked to legal proceedings and to the legalisation of the person's stay in the country (for example, in Belgium the person must stay away from the place where the exploitation has occurred, accept the protection services of a specialised NGO and co-operate during the course of the legal enquiry);
 - development of legal proceedings;
 - functioning of the penal system (i.e., possible consequences of an enquiry or a trial; duration of a trial; possibility of being awarded damages – becoming the plaintiff; must the victim necessarily give evidence in court; the possibilities available to have the court's decision carried out) and to offer the victim the help of a lawyer
- **guide the victim in making choices;**
- **respect the victim's choices** (for example, some victims do not want to testify against traffickers, given that this will endanger their lives and those of their families);

- respect professional secrecy (the victim's agreement to transmit information to external sources);
- give advice.

B.1.2. The victim's role

The victim must do the following :

- tell his or her story (confidentiality must be ensured);
- explain his or her requests and expectations;
- if the victim accepts the assistance of the specialised NGO, he or she must :
 - agree to take part in the assistance programme;
 - respect the NGO's rules of conduct;
 - respect the rules regulating legal proceedings.

B.1.3. . Accompanying victims during legal proceedings

In order to reassure the victim and gain his or her confidence, it is advisable to accompany the person during legal proceedings outside of the NGO. Moral support of this type is indispensable.

- With the police

In general, victims of trafficking in human beings are initially very reluctant to denounce their exploiters to the police or to testify against them. They do not trust the police and, indeed, are frightened of them.

The police should do the following :

- be attentive to the victim's needs;
- protect the victim during the course of the enquiry and, if necessary, after its completion.

- With a lawyer

The NGO proposes to the victim the services of an independent lawyer who will follow the course of the legal proceedings. The lawyer may also assist in the process of claiming damages for the victim and/or – if legally possible – for the specialised NGO.

Nota bene: it is advisable to set up a network of lawyers who are aware of this issue, especially in countries where trafficking in human beings is not recognised as a breach of law.



AN EXAMPLE FROM AUSTRIA : A Filmed Examination

During legal proceedings, in order to build an environment of trust between the parties, victims are accompanied by a member of the association as well as an interpreter and are heard directly by a judge. This experience has shown that victims speak more freely when accompanied.

The examination is filmed to prevent the victim from having to repeat the procedure. A résumé of the examination is drafted using the video tape and is translated for the victim. This document is used during the trial. This procedure has been implemented in Austria in the case of all victim who have suffered trauma.

- *In court*

- the specialised NGO's legal expert is in charge of gathering expert evaluations as well as medical and psychological reports which state the physical and moral harm inflicted upon the victim;
- upon consultation of the legal file by the lawyer, it is advisable to organise a meeting between the lawyer and the victim in order to prepare the case;
- if the victim provides evidence in court, it is necessary to prepare the court appearance with the help of the lawyer;
- in cases where the accused party has no resources or is insolvent, the following solutions can be envisaged :
 - if possessions have been seized during the enquiry, the lawyer can ask that these be used to pay damages to the plaintiff;
 - in cases where the accused is released on bail, the lawyer can ask that the bail be used to pay damages to the plaintiff;
 - create a special fund.

Nota bene: it is advisable to inform victims of their right to make contact with the diplomatic and consular services of their countries of origin. Co-operation with these authorities must not be neglected; they constitute an important source of information for helping victims. Prior awareness-raising is necessary.

B.2. Social Assistance

An interview with a social worker or a cultural mediator is essential before the victim can be provided with social assistance.

It allows for the following:

- the introduction of the institution and its services and of the rights and duties of a person it takes in its charge;
- to get to know the person who has been victimised by trafficking or exploitation;
- to evaluate the victim's motivations and willingness to participate in an assistance programme;
- to take stock of the person's needs and expectations;
- to explain the objectives of social support;
- to explain all possible options (for example, integration into the host country or a return to the person's home country with aid provided for reintegration)

B.2.1 Personalised Assistance

To respond to the individual need of the victims, assistance packages should be devices on a case-by-case basis, taking into account the person's individual circumstances. In order to do so, the following points must be considered :

- type of exploitation (sexual, domestic, economic, etc. For more information visit: www.victims-of-trafficking.org; or request the corresponding brochure
- victim's country of origin;
- age;
- gender;
- the type of violence suffered;
- the degree of dependence or submission resulting from the confiscation of the person's passport; state of financial resources; isolation from family or culture (the person may be unable to speak the native language of the host country); mistreatment and violence.

All victims react differently to exploitation or violence. Their general attitude during examination is not representative of their state of mind, and may conceal more serious damage.

The assistance package must therefore be designed on case-by-case basis according to the victim's interests.

To allow for a positive collaboration, the victim and the institution must commit themselves to respect the established programme.

It is advisable to designate one specific person to act as a contact person for the victims taken into charge. This method facilitates development of relationship based on trust.



AN EXAMPLE FROM ITALY :

**Accompaniment and Professional Orientation
Provided by "On the Road"**

Since 1997 the association On the Road has been implementing the method of accompanying victims and providing professional orientation, followed up by a practical vocational training course in a company.

The objective of this method is to facilitate the personalised and direct integration into the Italian professional context of foreign women exploited through prostitution.

Method :

- identification of potential employers interested in participating in such schemes;
- contacting the potential employers;
- orientation;
- individual vocational training;
- psychological counselling;
- individualised practical vocational training courses.

The aim of the training courses is the following :

- to identify individuals' abilities;
- to promote value of professional and practical skills;
- to encourage independence;
- to provide a source of income

The aim of accompanying victims during individualised job-training schemes is to increase their independence and their capacity to attain employment and achieve social integration.

.../...



The concerned company identifies a guardian whose role is to act as intermediary between the victim and the company.

Identification and selection of employers includes the following

- creation of a database;
- establishing collaboration with companies willing to help with the integration of people in difficult situations into the professional context;
- increasing the range of employment opportunities open to victims

Problems encountered:

- the choice of proposed activities is very limited;
- victims' expectations do not always coincide with the reality which can cause deception.

Training represents a difficult period, and this is why it is important to accompany the victim throughout this stage.

The ultimate objective of this method is not to ensure the victim's employment, rather to encourage the victim to be professionally autonomous.

The vocational training programmes are entirely financed by the association.

Assistance for integration into the country of destination.

Integration into the country of destination occurs in the following ways:

- the granting of a residence permit;
- literacy classes;
- language classes;
- evaluation of skills and abilities;
- elaboration of a realistic professional project (it should be noted that a victim's wishes do not always correspond to his or her abilities);
- training programmes;
- integration into the employment market.



AN EXAMPLE FROM ITALY :
**Professional Funding Provided by
the “Ufficio Pastorale Migranti”**

In co-operation with Turin’s Diocesan Labour Office, a large majority of victims taken into charge receive funding for vocational training. The three- to six-months apprenticeship programmes are carried out in local factories, especially in the co-operative known as Oltre. The apprenticeships are funded by the Diocesan Labour Office. Young women attend the classes in order to learn a trade; as well as to respect a timetable, to use public transport, to work closely with colleagues, etc.

***Assistance for a voluntary return to and reintegration into
the country of origin***

Working closely with NGOs, government agencies and other International Organisations, IOM has been implementing world-wide a large variety of programmes assisting victims of trafficking, especially women and children, to voluntary return to and reintegrate into their country of origin, tailoring reintegration according to their individual needs.

In this framework, IOM offices in countries of destination and transit of victims of trafficking implement the pre-departure and transit and return assistance, while the offices in the countries of origin/return of the victims focus on the reintegration activities, adapted in accordance with local realities and individual needs of victims. When there is no IOM office in the country of origin/return, IOM will coordinate with concerned government agencies or NGOs on reception and reintegration assistance for returning victims.

Voluntary return assistance includes the following services and activities:

Pre-departure services :

- Receipt, screening and acceptance of referrals from project partners such as NGOs, police, relevant governmental agencies, International Organisations etc.
- Co-ordination with local police on protection measures for victims of trafficking referred to IOM;

- Provision of safe shelter either by IOM, or through co-ordination with NGOs and local government body providing hosting facilities;
- Provision of medical assistance, including general medical, psychiatric and gynaecological examination and basic medical needs as recommended, as well as psycho-social support to victims;
- Provision of legal counselling to victims and other welfare services;
- Registration of applicants for return assistance;
- Interviewing of victims in order to identify their individual needs and establish individual assistance package in co-operation with project partners;
- Provision of information and pre-departure counselling to victims;
- Preparation of travel arrangements, determination of itinerary booking, ticketing;
- Disbursement of first reinstallation grants;

Transportation assistance and services

- Verification and/or support in obtaining appropriate travel document for migrants wishing to return in close collaboration with countries of transit and origin, including assistance in obtaining transit visas, when necessary;
- Onward booking and ticketing;
- Provision of departure assistance at airports;
- Booking of overnight accommodation for transiting returnees;
- Reception at airport and escort to accommodation;
- Escort from accommodation to airport;
- Provision of medical escorting to victims with special needs;
- Reception of returning victims of trafficking at the airport;
- Assistance in travel to final destination;

Tailored reintegration assistance includes the following services and activities:

Post arrival and reintegration services

- Referral to NGOs or government agencies providing shelter, when necessary;

- Provision of medical and psycho-social assistance;
- Vocational training and job referral services;
- Provision of self-employment generation assistance and micro-credits to returning victims of trafficking (contribution for the purchase of professional equipment);
- Provision of subsidies to local employers (salary supplements and/or purchase of professional equipment);
- Assisting the reintegration process on a case-by-case basis through local government or NGO partners also in regard to victims' reinsertion in the family of origin;
- Monitoring of reintegration process, while respecting victims' wish to privacy;
- Conducting surveys among the employers / NGOs / cooperative / associations / families to assess the level and quality of reintegration of victims in a new working/social environment

For more information on the IOM's Counter Trafficking activities, please visit IOM website:

http://www.iom.int/en/what/main_CT_new.shtml



AN EXAMPLE FROM FRANCE : **The Office des migrations internationales (OMI)**

In France voluntary repatriation is managed by a government body known as the OMI. A circular letter dating from 1992 underlines the humanitarian and voluntary nature of this type of repatriation. To qualify, a person must meet the following conditions :

- be a foreigner;
- be in distress;
- be in possession of valid travel documents;
- be willing to return to one's home country.

The OMI organises the departure, provides the tickets and offers minimal financial assistance. A report taking account of social factors and an interview with the candidate prior to departure make it possible both to evaluate his or her actual willingness to return and identify elements that will help to make repatriation successful. The foreigner's spouse and all of their children under 18 years old can benefit of this repatriation scheme.

B.2.2 Accommodation

The aim of providing accommodation is to offer a protected space to those victims taken into care. They are monitored in a climate of trust and are accompanied as they become more independent.

The accommodation will depend on the victim's personal situation (the person may be living on the street or he or she may already have lodgings; or there may be a security problem to be addressed, etc.). In cases of trafficking, the ideal solution is monitoring in a specialised and protected shelter.

- Shelters

A shelter is a secure place of reception possessing the following elements and/or qualities :

*** open 24 hours a day**

- staffed at all times by employees or trained volunteers;
- capable of taking in urgent cases;
- generates a feeling of security;
- offers the possibility to talk with someone at all times;
- provides stability to those taken into care

*** a secret address**

The security of residents is never absolute. In certain cases it may be necessary to move the shelter to maintain anonymity.

*** in-house rules**

Residents must respect certain rules and security measures :

- security measures :

- no guests;
- no out-going calls made from the shelter;
- residents must be escorted when they go out during the first days of their stay at the shelter.

-rules of cohabitation :

- attend a weekly meeting of residents;
- group activities
- sharing of domestic-style tasks;
- importance of individual rooms (the possibility to accommodate women with their children).



AN EXAMPLE FROM BELGIUM : Security Measures at Pag-Asa

1. During the first three days of a person's stay, he or she must remain inside at all times. This period is used to organise the person's stay and present the in-house rules.
2. In all cases, when a person leaves for any period of time, a designated member of staff must be notified.

The shelter is a first step towards autonomy :

- the residents of the shelters are encouraged to participate in activities taking place outside the association (literacy classes, practical activities, job-training programmes, etc.);
- the accompanying of victims towards an intermediary structure promoting semi-autonomy should be organised at the same time.

- *Host families*

Victims can also be lodged with host families. This can occur either during the initial period following escape or as a more long-term solution.

Host families come forward on a volunteer basis. They commit themselves to lodging the victim during a period of time agreed to in consultation with the association. During a trial period the host family and the victim can decide to further continue or put an end to this arrangement.

A specialised NGO offers support both to the family and to the victim during the victim's stay.

* *Positive aspects*

- moral support for victims, who need to establish new relationships based on trust and to experience certain degree of stability;
- positive experience of family-life;
- victims have a chance to get their bearings again;

- quicker integration into society;
- new aims in life.

* ***Negative aspects***

- in cases where the victim has experienced domestic slavery, care must be taken to ensure that the family-setting is not perceived as a place of exploitation;
- long stays in the family risk creating strong bonds that are difficult to break;
- the victim's private life is conditioned by the rules of the family

- ***Short-stay accommodation and 'semi-independent' structures***

Short-stay accommodation can be used as a first solution in cases where the person taken into care already appears to have achieved certain level of independence.

Such accommodation can also be used as an intermediary solution, coming between a stay in a host family and complete independence.

At this stage, the person taken into care is still accompanied when performing administrative routines of everyday life (for example, formulating a request for financial assistance, or notifying local authorities of a change of address, etc.).

B.2.3. Medical and Psychological Support

- Medical support

- a check-up is essential in order to indicate the victim's state of general health and, if necessary, to note any violence that has been suffered;
- collaboration between the association, the doctor and the victim is necessary;

- Psychological support

Psychological support must be provided only upon the victim's request. In order for such support to be effective, it is very important to respect the victim's choices.

Such support will allow for the following:

- the formulation of a diagnosis;
- the victim's recognition of his or her past;
- the victim's ability to imagine a future for him or herself.



AN EXAMPLE FROM FRANCE : Ethno-Psychiatry

The Georges Devereux Centre at the University of Paris VIII offers psychological help to migrants. Consultations are conducted both by multilingual psychologists who have wide experience of different cultures and by 'ethno-clinician' mediators. Their aim is to evaluate the degree of trauma or psychological instability of the victim through cultural methods that take into account victim's attachment to languages, places, rituals, family structures, religions and various institutions.

Nota bene: to prevent emergency situations, it is advisable to set up a network of health professionals previously introduced to the question

GENERAL CONSIDERATIONS

In order for work to be efficient, it is necessary that information be shared fully between the persons providing social assistance and those providing legal aid. Weekly meetings are necessary.

Prior training is necessary for staff of specialised NGOs.

This will allow them to face situations that are difficult and even traumatic, and help them to remain objective when assisting victims, respecting their choices and desires

The following types of behaviour or attitudes are to be avoided:

- thinking of oneself as a 'saviour';
- feeling a sense of helplessness;
- reproaching a victim



Foto: Marie Dorigny

C. CO-ORDINATION AND CO-OPERATION

It is now widely recognised that profits from trafficking in human beings rival those made from drug trafficking. However, these two criminal acts are neither prosecuted nor sanctioned in the same manner. Governments should take necessary measures to fight efficiently against – especially since the ‘goods’ in this case are human lives.

Repressive measures must be accompanied by the national co-ordination of concerned authorities and by the co-operation between different sectors.

C.1. National Co-ordination

C.1.1. The Creation of Specialised Institutions

** Specialised police departments*

- define the role and tasks of specialised police units;
- ensure efficient methods of enquiry and crime-fighting;
- collect facts and information about the issues;
- develop specialised training programmes for police officers;
- incorporate female police officers;
- develop special techniques of enquiry, in particular techniques that do not require a victim's co-operation;
- ensure the availability of interpreters.

** A legal office with national jurisdiction*

This is a centralised office with national jurisdiction. Among its duties are the following activities :

- encouraging the co-ordination of investigations and prosecutions;

- identifying the trafficking networks and their activities;
- centralising all information needed in view of enquiries and communicating this information to relevant parties;
- making recommendations;
- developing operational strategies;
- functioning as the reference point for national and international co-operation, as well as co-operation with Europol and Interpol.

To follow the experiences of certain European Union member states, it would be advisable to give special powers to the office of the public prosecutor and create a general prosecutor's office specialising in the question of human trafficking



AN EXAMPLE FROM BELGIUM :

The Police Force's Unit for Trafficking in Human Beings.

The Unit for Trafficking in Human Beings is a branch of the Belgian federal police force. Its role is to identify cases of trafficking in human beings and to inform the government and concerned administrations. Its activities cover the following areas :

- identification of criminal networks;
- investigating different forms of exploitation; such sexual or economic exploitation;
- organ trafficking;
- child pornography

The Unit for Trafficking in Human Beings of the Federal Police Force has the following role :

- functions as the reference group for enquiries into trafficking;
- encourages the exchange of information between different parties involved in the fight against trafficking;
- acts as reference for Europol and Interpol;
- co-operates with the federal prosecutor.

*** *An independent national institution***

Following the example of the Netherlands (the national rapporteur) and of Belgium (the Centre for Equal Opportunities and Opposition to Racism), it would be advisable to create an independent national institution whose role would be defined as follows:

- to establish links between, on the one hand, the development of trafficking and, on the other, policies of fighting against it, prevention, the application of legal measures, the results obtained and victim assistance;
- to draft propositions and recommendations;
- to develop methods of gathering data;
- to participate in and influence the work of the authorities directly concerned with trafficking issues

C.1.2. National Plans for Fighting Human Trafficking

It is necessary for European Union member states to commit themselves to developing and putting into practice national action plans for fighting human trafficking.

These action plans should focus on the following points:

- prevention;
- protection and assistance of victims;
- voluntary return to and reintegration into the countries of origin;
- setting up or improvement of practicable legislation concerning trafficking;
- defining the role of legal institutions and the police force;
- gathering of data.

The various national experiences prove that it is necessary to set up guidelines concerning the organisation of inquiries and legal proceedings in order to do the following :

- protect the interests and fundamental rights of victims;
- identify individual cases of trafficking and determine how the network is run;
- define the role of all concerned parties;

- bring together and exchange information;
- set the priorities of inquiries;
- draft recommendations for decision-makers in public office and pinpoint obstacles to legal proceedings



AN EXAMPLE FROM BELGIUM :

A National Office of Criminal Enquiries

In Sweden in 1997 the national office of criminal enquiries was given the responsibility of drafting a national action plan on human trafficking. This action plan did the following.

- described the phenomenon known as trafficking in human beings;
- analysed police reports on prostitution;
- developed a prevention programme to fight trafficking;
- conducted an inquiry into the links between trafficking in human beings and other trafficking operations controlled by international criminal networks;
- established a network for exchanging information

C.2. Co-operation for a Multidisciplinary Approach

The complexity of trafficking in human beings does not make it easy to develop strategies designed to fight the problem, to prevent it or to assist victims. It is widely agreed that a multidisciplinary approach is the only option showing signs of success.

Closer co-ordination and co-operation between all governmental, non-governmental and international organisations involved in the fight against trafficking in human beings are thus indispensable.

At a national level, agreements must be made between government offices and concerned NGOs which allow for improved co-ordination and co-operation within the framework of a multidisciplinary strategy, wherein each institution will share its knowledge in order to combat the trafficking in human beings



EXAMPLES FROM ITALY :

A National Coordination Committee

The Italian Co-ordination Committee on Human Trafficking. This committee was responsible for drafting legislation concerning trafficking and participated in drafting Article 18 of the decree dating from July 25, 1998

A Regional Office Surveying Trafficking in Human Beings and Prostitution

A regional office surveying trafficking in human beings and prostitution was established in the Marche region of Italy. In particular, it brings together the deputy heads of four provinces who are responsible for regional and social policies, professionals from these provinces and local associations. This office develops social plans of action.

EXAMPLES FROM GERMANY :

Berliner Fachkommission Frauenhandel

Berlin's Commission on Trafficking in Human Beings brings together associations, legal bodies (police, the public prosecutor's office) and social services. The commission's objective is to co-ordinate the activities concerning the trafficking in women and to submit recommendations to the local government of Berlin.

Koordinierungskreis gegen Frauenhandel und Gewalt an Frauen im Migrationsprozess (KOK)

KOK is a federal association against the trafficking in women and the violence conducted against migrants. KOK was founded in 1987 when the necessity for a co-ordinated effort between different Länder was recognised.

A co-ordination office was set up in Potsdam in December 1999. It represents the interests of 38 NGOs concerned with the problem of violence against women, both at national and international level.



It is clear that NGOs have a key role to play in protecting victims. Nevertheless, in order to establish efficient co-operation, NGO participation must be recognised in the following areas:

- control of the development of policies designed to fight trafficking in human beings;
- the evaluation of the effects of adopted measures;
- the respect of human rights;
- the identification of victims;
- prevention, and also awareness-raising activities amidst the public;
- the training of professionals;
- the supplying of information to the authorities

For the best possible co-operation and co-ordination, their organisation and their launching must be made official.

SOME USEFUL ADDRESSES

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Omega
Granatgasse, 2
8020 Graz
email: office@omega-graz.at

Lefö IBF
Markhofgasse 4/6
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Pag-Asa
Rue des Alexiens, 16B
1000 Bruxelles
email : pag.asa@skynet.be

Payoke
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email : trafficking.payoke@yucom.be

Surya
Rue Hors Château, 28
4000 Liège

Comité Contre l'Esclavage Moderne - Belgique
Rue du Congrès, 46
1000 Bruxelles
email : ctms.ccem@freebel.be

Centre pour l'égalité des chances et la lutte contre le racisme
Secteur traite des êtres humains
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OIM Bruxelles
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Amicale du Nid

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OMI (Office pour les migrations internationales)

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