Guidelines for Municipalities

# Stepping up local action against human trafficking in the EU Strategy for the Danube Region

# Content

# Stepping up local action against human trafficking in the EUSDR

Trafficking in human beings (THB) is a complex phenomenon that is highly dependent on regional and local economic, social as well as cultural factors. Trafficking in human beings is rooted in vulnerability to poverty, lack of democratic cultures, gender inequality and violence against women, conflict and post-conflict situations, lack of social integration, lack of opportunities and employment, lack of access to education, child labour and discrimination. Local actors – be they public authorities or non-governmental organisations (NGOs) – often are closest to both victims and suspects of THB. The local level thus, potentially, offers a variety of launching pads for effectively counteracting human trafficking. At the same time, it is particularly the local actors in the Danube area that often lack capacities, resources or know-how in order to initiate activities. In the majority of Member States of the EU Strategy for the Danube Region (EUSDR), practical assistance for victims is not provided by the state or local authorities, but by NGOs. It is therefore important that, aside from sustainable cooperation structures, funding is secured for these organisations, allowing them to provide efficient and sustainable short- and long-term assistance to victims of trafficking.

## 1. The Guidelines for Municipalities in the fight against Human Trafficking in the EUSDR

The present "Guidelines for Municipalities" are based on the evidence collected by the Baltic Sea Region in the "STROM" project. The guidelines outline a mainstreamed gender-sensitive approach using existing legal as well as policy frameworks.

The "Guidelines for Municipalities" as developed by partners from the EU Strategy for the Baltic Sea Region may serve as a model for the Danube Region as well, in particular as they stress and build on a series of regional characteristics that apply for the Danube area in the same (or an even more pronounced) way. Three of them shall be pointed out here:

- **Diversity of legal regimes:** Due to the specific composition of the Danube, this aspect applies to the Danube in a particular way. The issue of legal responsibilities and competences is of high relevance for many aspects of anti-trafficking strategies, e.g. when it comes to the question which institutions are in a position to formally identify victims of exploitation and trafficking.

- **Role of local actors**: In most countries of the Danube Region local actors are lacking a prominent status in the national strategies against human trafficking. This even amplifies the critical situation that local actors, in particular those of the civil society, lack both capacities and financial resources in order to effectively deal with human trafficking – although they would be in a good starting position as they are closest to the victims of THB. The guidelines mention a number of approaches to deal in particular with scarce resources on local level.

**- Irregular migration**: The guidelines point out the increased risk of exploitation for irregular migrants due to their vulnerability and clandestine status, which makes it difficult for them to get in contact with official (national) authorities. In view of the recent refugee crisis this aspect is even more relevant for the Danube Region, which was the scene of the most frequented refugee routes. With the closure of the borders, and thus the legal migration channels, irregular migration and the risk of exploitation has even increased.

**The aim of the guidelines is to enhance local actors' knowledge on human trafficking and to propose appropriate tools and knowledge to fight against it.**

The specific goals of the guidelines are to:

- promote the knowledge about victims' rights
- improve awareness of human trafficking among local actors
- highlight promising practices developed where municipalities and/or local authorities play a prominent role
- involve local actors in combating human trafficking at the local level by addressing common challenges and providing specific action points to overcome the problems and to improve the counter trafficking measures.

The guidelines are supposed to be a concrete help for different relevant local actors such as experts and practitioners, mayors, policy makers, decision makers at the municipal level, top management of sectorial branches, official of municipal police and labour inspection authorities, representatives of NGOs and local migrant communities.

Next to basic information on the topic, the guidelines offer a series of practical tools and indicators for the analysis of the situation and the development of concrete measures at the local level. Priority Area 10 "Institutional Capacity and Cooperation" plans to further develop the guidelines, complementing them with practical examples and pilot projects implemented in the macro-regional strategies and in the framework of the D-CAHT project.

Thus, the guidelines are a work-in-progress document and will be updated on the website of Priority Area 10[1].

## 2. The international definition of trafficking in human beings

Human trafficking is a crime with a comprehensive but complex and multifaceted definition: exploitation, in fact, can be sexual exploitation, forced labour and removal of organs or forced begging and criminality. Effective actions against trafficking have to be coordinated at the international level as they should involve the country of origin, transit and destination. In fact, there are already several international instruments regulating the fight against trafficking in human beings at the international and European level.

**The United Nations "Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children" (UN Palermo Protocol)**

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[1] www.danube-capacitycooperation.eu/

The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children"[2] was ratified by 117 countries (including all of the Danube Region countries) supplementing the United Nations "Convention against Transnational Organized Crime" and provides the first overarching, international definition of trafficking in human beings. According to the Protocol on Trafficking (Art. 3a),"trafficking in persons" encompasses the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.

Following the UN Palermo Protocol from 2000, trafficking in persons consists of three elements: the act, the means and the purpose.

| ACT | MEANS | PURPOSE |
|---|---|---|
| <ul><li>Recruitment</li><li>Transport</li><li>Transfer</li><li>Harbouring or</li><li>Receipt of persons</li></ul> | <ul><li>Threat or use of force</li><li>Coercion</li><li>Abduction</li><li>Fraud</li><li>Deception</li><li>Abuse of power or vulnerability</li><li>Giving payments or benefits</li></ul> | Exploitation including:<ul><li>Sexual exploitation</li><li>Forced labour</li><li>Slavery or similar practices</li><li>Removal of organs</li><li>Other</li></ul> |

## The EU Directive on "preventing and combating trafficking in human beings and protecting its victims"

Trafficking in Human Beings has already been explicitly prohibited in the Charter of Fundamental Rights of the European Union as proclaimed by the European Parliament, the Council of Ministers and the European Commission in 2000. Building on this Charter, in 2011 a dedicated EU Directive on "preventing and combating trafficking in human beings and protecting its victims"[3] adopted a comprehensive, integrated and gender-specific approach focusing on law enforcement, but also aiming to prevent crime and ensure that victims of trafficking are given an opportunity to recover and to reintegrate into society. The directive requires Member States to set up national mechanisms for identifying and assisting victims early on, based on cooperation between law enforcement and civil society bodies, to provide victims with unconditional support, regardless of a victim's willingness to cooperate in the criminal investigations, prosecution or trial, including safe accommodation and material assistance, medical treatment, psychological assistance, information and legal counselling, translation and interpretation, and safeguarding of the victim's anonymity.

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[2] https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=XVIII-12-a&chapter=18&lang=en
[3] http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2011:101:0001:0011:EN:PDF

Further EU instruments in various specific policy areas contributed to addressing trafficking in human beings (THB), for instance focusing on the rights of victims, actions on violence against women, securing the rights of the child, sanctions against employers who knowingly employ illegally staying third country workers, strengthening EU external relations and cooperation with third countries in a broader approach to migration and mobility. The recent Commission Communication on the "State of Play of Implementation of the Priority Actions under the European Agenda on Migration", states that there is strong evidence that the migration crisis has been exploited by criminal networks involved in trafficking in human beings to target the most vulnerable, in particular women and children.

## The "Strategy towards the Eradication of Trafficking in Human Beings 2012–2016"[4],

The "Strategy towards the Eradication of Trafficking in Human Beings 2012–2016 was adopted in 2012 for the first time set a coherent frame for the numerous existing and planned initiatives against human trafficking. The strategy aims to integrate sector-specific approaches and initiatives, to set priorities, to fill legislation and policy gaps and to focus on concrete measures that may support the Member States in their efforts to implement existing directives. The strategy also strongly recommends that Member States consult regional/local civil society actors when implementing measures and reporting on achievements.

## The Council of Europe "Convention on Action against THB" and the dedicated expert group GRETA

The Council of Europe "Convention on Action against Trafficking in Human Beings"[5] of 2005 further highlights the principle that trafficking in human beings constitutes a violation of human rights and an offence to the dignity and integrity of a person. It is a legally binding instrument that aims to prevent trafficking, protect its victims and prosecute the traffickers. By now, 45 states have signed the Convention – among them all 14 countries of the Danube Region. The Council of Europe has set up a Group of Experts on Action against Trafficking in Human Beings (GRETA) which is publishing periodic reports on its activities and achievements, the most recent published in 2016. In view of the refugee crisis, the report addresses as a special topic the identification of victims of trafficking in human beings among asylum seekers, refugees and migrants.

### Developing guidelines for concrete actions

A number of international and intergovernmental organisations have developed guidelines for assisting victims of trafficking then further developed by many NGOs to provide direct assistance to victims. The main principles drafted by different organisations are similar to a large degree and incorporate a human rights-based approach "ensuring equal protections to all victims of trafficking, regardless of their gender, age, or field of work. All victims are entitled to equal access to aid mechanisms, protection, and justice, as well as the choice to access these services in the way that they choose so as not to have their agency compromised."

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[4] https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/eu_strategy_towards_the_eradication_of_trafficking_in_human_beings_2012-2016_1.pdf
[5] www.coe.int/en/web/conventions/full-list/-/conventions/treaty/197

# 3. The Role of municipalities in the fight against trafficking in human beings

Assistance to victims of trafficking is one of the main pillars of the anti-trafficking work. The role of municipalities in the process of victim assistance is not to be underestimated for their closeness to the phenomenon. Local governments and municipalities "must ensure that counter-trafficking activities and initiatives extend beyond victim identification to comprehensive victim assistance and support as well. Support provided to the victim must be given in a way that restores their sense of control over their lives. If support is given without respect of the will of the victim, this may lead to secondary victimization."[6]

Irrespective of the victims' residence status and whether or not the victims are returning back to their place of origin, they have a right to assistance and support that will respect their human rights and respond to their individual needs as underlined by different international legal instruments.

The main tasks of municipalities in combating trafficking in human beings are:

- **To identify victims of trafficking:**
  - → identify populations at risk of being trafficked and commit to prevent their exploitation and trafficking;
  - → detect exploitation and assist the police in disrupting criminal networks;
  - → ensure that local actors are aware of their roles and responsibilities and can use formal means of cooperation if needed.

- **To assist victims of trafficking:**
  - → address the immediate and longer term needs of the victims;
  - → provide comprehensive victim assistance and support.

- **To analyse  the local situation:**
  - → map the trafficking situation in order to get a good knowledge of the local situation and the issues at hand;
  - → formulate an intervention plan.

- **To prevent trafficking in human beings:**
  - → raise public awareness on the topic through campaigns and provide training to local actors;
  - → incorporate anti-trafficking actions in the general crime prevention scenario in the community;
  - → ensure that local actors and civil society are aware of their roles and responsibilities and can use formal means of cooperation if needed;
  - → deal with all of the aspects of counter trafficking cooperating with different sectors (public or private);
  - → cooperate with other local actors, authorities, civil society, private sector in order to better address and combat trafficking.

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[6] Human Trafficking and the Role of Local Governments, UNITAR 2014

## 3.1. The Identification of victims of trafficking

Accurate and early identification of victims is of extreme importance when it comes to tackling human trafficking. It is the key to:

- protect potential victims, safeguard their rights and ensure that victims receive appropriate assistance;
- make perpetrators accountable for exploitation. This can increase the number of criminal investigations and help disclose other related crimes;
- disrupt the trafficking process before it even starts thus preventing exploitation in the first place.

## Who are the victims of trafficking?

Victims of trafficking originate from all over the world and present a variety of backgrounds and experiences. People who are physically, psychologically or economically vulnerable and who do not have enough inner resources or external assistance and support are at risk to become victims.

**Factors leading to increased vulnerability can be:**

→ young age
→ serious illness
→ substance dependency
→ serious illness or substance dependency of a close family member
→ difficult economic situation
→ homelessness
→ psychological state
→ physical or mental disability
→ previous traumatic experiences, e.g., previous sexual exploitation or prostitution
→ status of being a foreigner/asylum seeker/refugee
→ gender identity or minority status

Victims of trafficking may have different residence statuses: undocumented (irregular) migrants, EU-citizens or third country nationals with valid residence permits or nationals of the country, who end up in situations of trafficking and exploitation. Indeed, according to Eurostat (2014), at the European level as many as 65% of registered victims of trafficking are EU-citizens. [7]

At the same time, it is important to remember that profiling potential victims and risk groups should not lead to generalizations and discriminatory policies, approaches and attitudes. Rather than focusing only on a person's migration status, the monitoring and enforcement activities should aim at providing

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[7] This statement refers to trans-border trafficking from countries of origin towards countries of destination. It should be also taken into consideration that there are victims of trafficking also among local population in the countries of destination. This is also laid down in the last Report on Organized Crime Threat Assessment of EU SOCTA 2017, drafted by Europol.

information and protecting the fundamental rights of migrants and other vulnerable persons and at preventing their abuse and exploitation.

Undocumented migrants usually do not seek help from authorities due to their fear of deportation. This makes them a group most exposed to exploitation and leads to problems of identification, which are exacerbated by lack of awareness of trafficking in the first place.

**Therefore, cooperation among NGOs, local authorities and other local actors is of utmost importance when it comes to building trust among vulnerable populations and groups at risk.**

**Victims of trafficking:**

→ require specialised assistance and protection;
→ are likely to have immediate and acute physical and psychological health needs;
→ have suffered from serious and grave crimes and may still be at risk. Particular arrangements and procedures can therefore be necessary for both the victim, her/his loved ones and the personnel working for the organisation providing assistance;
→ may have been forced to commit crimes while being trafficked or as a result of their trafficking situation and are afraid of authorities.

## The Process of victim identification

**Identifying a trafficked person is a complex and time-consuming process** as a rule. In principle, the identification is actually a two-stage process:

- the first stage is to assess whether there are reasonable grounds to treat someone as "a victim";
- the second stage is to make a decision on victim status.

Sometimes it takes weeks for a person to develop enough trust in the authorities or social services to be able to speak out and share their experiences with others. At the same time, the identification procedure should be carried out quickly and accurately because it grants the victims access to necessary assistance in the first place.

**"Victim of human trafficking" is a legal concept**, and not a quality, condition or attribute of a person; it is therefore very important that the responsible institutions accurately identify potential victims, even if the person herself or himself does not feel or behave as "a victim". One of the problems in this context is that trafficked persons are often treated like "criminals" themselves because of their irregular migration status or because of the activities they have been compelled to do. In recent years an increasing number of cases related to forced begging and criminality has been detected in the Danube Region.

**Informing victims about their rights** is central to a victim-centred human rights approach. Some victims may not even realize that their rights have been violated. Indeed, trafficking victims seldom identify themselves as victims and rarely seek assistance under the "trafficking label". Instead they may encounter authorities or local actors when they are using or accessing different existing services at the local level (e.g., visiting a doctor or renewing their residence permit or other documents). Local authorities can also encounter victims because of some irregularity in their work place, because of a fire alarm, an inspection or other such occurrences.

**Therefore, it is important to ensure that frontline officials and actors are aware of the most important trafficking indicators and can identify victims and set the chain of assistance in motion.** When a frontline officer has reasonable suspicion that a person is a victim of trafficking she or he should immediately refer the person to assistance and support services.

**A national referral mechanism**, a help-line or other mechanism to activate the chain of assistance which should be followed is very helpful in this case.

## The indicators of trafficking in human beings

There are a number of indicators that can help to identify a potential victim of trafficking. For example, the International Labour Organization has developed operational indicators on trafficking in human beings which provide a very detailed aid for identifying and recognising cases of trafficking.

Many countries have developed their own guidelines to identify victims. They usually combine information concerning the local situation with more general indicators, such as the following:

Human trafficking is a complex and multifaceted crime that takes many forms. Therefore, it is important to keep in mind specific indicators of trafficking for sexual exploitation, for forced labour and for forced begging/criminality. They may share common characteristics, but some aspects vary according to local circumstances, legislation and particularities. In addition, the experience of anti-trafficking actors shows that different forms of human trafficking often cannot be clearly separated in practice because they overlap with each other as people are often exploited for multiple purposes. A victim of forced labour can also be exploited sexually or a victim of forced begging may be also exploited in forced labour and prostitution for example.

From the victims' perspective, it is essential to make an overall assessment of their experience. Therefore, attention should be paid to the totality of the situation and elements that render the victim unable to leave the situation he/she is in. Focus should be laid on assessing the means by which the victims are controlled, their indebtedness made worse, or their freedom of movement and their sovereignty restricted. Moreover, trafficking in human beings is by its nature a process rather than a single event, and as such the situation of a single victim may also change over time over a continuum of different levels of abuse and exploitation. What in the beginning could be considered or identified as verging on exploitation can later turn into something much more grave in nature and ultimately into a situation of trafficking.

**Regular training is needed** to make sure that municipal staff and other actors have up-to-date information on the issue of THB, on local/regional/national trends and on what should be done when a suspected victim of trafficking is encountered by a staff member. However, lack of funds and/or limited resources of different actors place limitations on the amount and quality of work that can be done. This is why it is important to set local priorities in improving identification of potential trafficking victims

> ☞ Please find a comprehensive set of indicators of trafficking in human beings on **page i-ii**.

## Identifying victims at the local level

The role and experiences of municipalities in identifying victims of trafficking differs a lot in the Danube Region and largely depends on the legal framework in a specific country. Often, the official identification is made by public authorities, but trafficking cases are usually less frequently encountered by local administrations than other crimes (such as domestic violence or drug offences) and are also quite different as well as complex (sexual exploitation, forced labour or begging) in their nature.

**Local actors who can identify or contribute to the identification process at the local level are**
→ Municipal police
→ Inspection staff, including labour inspectors, health and fire inspectors, tax inspectors etc.
→ Health care workers, including doctors, nurses, midwives, dentists etc.
→ Social service staff, including social workers, migrant service providers, psychologists, other persons working with vulnerable and or marginalised groups
→ School and day-care staff, including teachers, school psychologists, day care teachers, school nurses and social workers
→ Unemployment services
→ Other professionals: interpreters, librarians, public procurement officials
→ NGOs working with vulnerable groups
→ Migrant communities and organisations
→ Trade unions
→ Church and other faith-based organisations
→ Support groups
→ Neighbourhood associations
→ Private businesses: staff of property and maintenance companies, recruitment and job placement agencies etc.
→ Taxi drivers, hotel staff, security guards, sales staff
→ Private citizens

There are examples of awareness raising campaigns targeting some of these specific local actors, such as taxi drivers or hotel staff. Taxi drivers, for example, are a valuable first level identifier not only of victims, but also traffickers. As victims are sometimes transported by taxi to/from the location where they are being exploited, taxi drivers are in a unique position to establish direct contact with victims and traffickers. Also, in different cultures, taxi drivers work as referrers for clients looking for the parts of the city where prostitution can be found. Educating taxi drivers regarding the dangers of human trafficking can work as a way to make them aware that they can be facilitators in the trafficking process for users and exploiters and they must be alert. They need to be prepared to report what they have seen and heard.

**Good Example of Action: Greece**

**A21 Campaign:**
The main taxi stations around the city were contacted with a goal of promoting the hotline number for victims of trafficking. The partnership was set up between the taxi union and the A21 Campaign. Taxi drivers were given an information brochure stating: "Taxi drivers, what you see or hear might be the clue needed to save a life. Your help is important to identify people often brought to Greece from other countries, usually tricked by false job offers. Once here, they are trapped under the control of someone else, and forced into a life of sexual exploitation. This is known as human trafficking. Look for people that: Don't speak Greek, have bruises or marks of abuse, look like they are afraid, are visibly being controlled by someone else".

## What to look for and where?

Local actors and private citizens should be able to react and report their suspicions to law enforcement or inspection authorities, if they think a person might be exploited or if there is a problem regarding an unsafe work site. In many countries, police and labour inspectorates use online forms where anyone can report their suspicions or submit a tip even anonymously. Based on these information, inspection authorities can start official inquiries and controls. Moreover, anti-trafficking NGOs, hotlines or trade unions can offer advice and expertise in cases where more information is needed before anything further can be done.

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**Good Example of Action: Berlin**

**Berlin Alliance project:**
The Berlin Alliance project aimed to provide a comprehensive approach to combating human trafficking for labour exploitation in the Berlin-Brandenburg area. The project raised awareness among the organisations, institutions and professional groups that come into contact with (potential) victims of trafficking for labour exploitation. Both practical trainings as well as a handbook were developed in order to increase the knowledge of local actors while also improving victim identification and assistance. The handbook and trainings targeted practitioners within state and federal agencies, trade unions, migration, labour and health actors as well as migrant organisations and other relevant stakeholders. In addition, an information brochure on employee rights was developed and disseminated in multiple languages to persons potentially affected by labour exploitation.

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☞Please find a list of risky locations and key aspects to be considered when looking at the circumstances of people working or living in certain locations in the summary for practictioners on **page iii**.
This list is not exhaustive, but should be considered in the context of circumstances that have been identified as relevant at the local level.

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## 3.2 Assisting victims of trafficking in human beings

Assistance to victims of trafficking is one of the main pillars of the anti-trafficking work. However, assisting and supporting victims of human trafficking is not easy due to the psychological damages provoked by experiencing trafficking and exploitation. Victims often experience and witness either physical and psychological violence which may result in symptoms as depression or anxiety that require appropriate treatment. Assistance and support programmes to victims should be comprehensive, integrated and must reduce suffering and harm.

Long term experience assisting victims has led service providers to conclude that victims require different types of help, due to factors such as their age, gender, cultural background, residence status, as well as the type of exploitation they have suffered and other relevant factors.

**The following principles should be applied when assisting victims of trafficking:**

### Protection of human rights

As trafficking itself constitutes a serious human rights violation and often leads to further violations of the rights of the victims, all assistance and protection efforts should seek to restore the victim's rights and prevent further violations without discrimination.

### Confidentiality

From the first meeting with the victim up to the completion of the assistance process, service providers should ensure that all personal information regarding the victim and the particular case are confidential.

### Safety, including risk assessment

The first step in confronting a threat to the victim is to properly identify and assess the level of risk. Effective risk assessment involves a generic risk assessment conducted in the country of destination, continuous review of the risk assessment, and specific assessment of risk in response to specific events. To facilitate this process, IOM has suggested a range of risk indicators to be considered. The process of risk assessment should be conducted in close consultation between the service providers, including municipal actors, and the relevant local law enforcement authorities.

### Informed agreement and choice

All assistance to victims of trafficking should proceed on the basis of the victim's full and informed consent from the time the municipal social worker or other service providers come into contact with the victim up to the time that the victim is fully reintegrated. The service provider should explain relevant actions, policies, and procedures to the victim in a way that she or he understands before asking her or his consent to any action or proposal.

### Empowerment

In recognition of the rights and needs of victims of trafficking to make their own informed choices and decisions, service providers should encourage them to participate as much as possible in the decision-making processes.

### Non-victimizing attitude (victim-blaming attitude) and non-discrimination

Victims of trafficking should receive suitable and non-discriminating assistance, independently from disability, ethnicity or national origin, colour, race, creed, gender, marital status, domestic circumstances, age, HIV status, sexual orientation, gender identity/expression, religion, language, political belief or any other grounds.

## The chain of assistance

The chain of assistance is a concept used to describe the network of cooperation between governmental, local and non-governmental actors working in the field of counter-trafficking to ensure help and support to victims. The chain of assistance is often also referred to as the national referral mechanism (NRM). It is a core element of an effective anti-trafficking response. The actors in the chain of assistance include, for example, municipal social services or non-governmental organisations, the police, migration or border guard authorities, health services, prosecutors and lawyers. The chain of assistance should start as soon as there is a reasonably grounded indication for believing that person

might be a victim of trafficking. The purpose of the chain of assistance is to refer a victim of trafficking to the most appropriate authority ensuring a victim-centred and rights-based approach throughout the assistance process.

It is recommended to establish a local or regional referral mechanism – a co-operative framework through which local actors fulfil their obligations to identify, protect and assist victims of trafficking. The basic aim of the referral mechanism is to ensure that human rights of trafficked person are respected and to provide an effective way to refer victims to services.

In addition, local referral mechanisms can improve procedures on a broad range of victim-related issues such as residence and return, victim compensation and so forth.

Formalised and well-thought through cooperation among various actors can save time, increase effectiveness and reduce costs of the provided services.

**Flow chart on assistance**



## The scheme of assistance

The scheme describes the process that relevant stakeholders (national and local) have to follow to assist victims.

"Service providers" might be institutions, municipal social services, NGOs or international organisations. The degree of involvement of different service providers varies in each country, depending on municipal/local situation, national systems as well as the capacity of key actors. For instance, in some countries municipal social services are very strong, in others NGOs play a crucial role, while in others it might be a local church or a charity organisation.

**Successful assistance depends not only on good communication, coordination and cooperation between all involved stakeholders, but also on respecting and implementing the basic principles of assistance to victims of trafficking.**

☞ Please find the comprehensive scheme of assistance on **page iv**.

## Types of assistance

Assistance to victims of human trafficking should respond directly to the specific needs of the individual in question. These needs cover a large variety of topics that may be relevant for the person identified as a victim of trafficking.

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**Key issues for the victim:**

**SAFETY** – personal safety and that of the family or others

**STATUS** – in the country they have been identified in (legal, irregular migrant, victim or other)
**CONFIDENTIALITY** – fear of being stigmatised by the public or media and possible family consequences; this is especially acute in cases of trafficking for sexual exploitation

**FEAR** – of the reprisals by the traffickers and, in case of participation in court proceedings, fear of having to testify in the presence of their trafficker

**RE-TRAUMATISATION** – from reliving the abuse experienced

**LIVELIHOOD** – victims worry about how to secure their income and support their families, including financial assistance, receiving compensation and/or back-pay for unpaid wages (labour trafficking).

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Assistance to victims needs to take note of all these different issues and be adjusted accordingly. Moreover, the victims have both immediate needs as well as more long-term needs. To respond to these specific needs, different actors have developed assistance models and schemes.

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**Good Example of Action: Netherlands, Poland, Czech Republic et al.**

**La Strada Network**
The La Strada[8] network has developed a model of assistance and practical support for victims of trafficking that includes the two types of the assistance:

- Emergency assistance
- Long-term assistance

Assistance to trafficked persons generally consists of emergency assistance that principally means crisis intervention care, including medical, psychological, legal and social support, as well as a prior needs assessment of all the above mentioned areas of needs. It also includes residential care (shelter, safe housing). An important part of medical care are mental health interventions that can include – according to the individual needs of the person in question – e.g. counselling, cognitive-behavioural therapy, antidepressant drug treatment, alcohol detoxification services or treatment for substance abuse and dependence.

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[8] http://lastradainternational.org/about-lsi/who-are-we

> The emergency assistance should be followed by long-term assistance which focuses on the long term needs of the person such as education and reintegration. Reintegration support is essential to prevent re-victimisation and reduce the risks of re-trafficking. Clear information should be provided to the victim about the whole process including rights, legal proceedings, appeal, compensation, rehabilitation possibilities and return.

Due to the already mentioned psychological traumas, victims might be reluctant in accepting the assistance provided. For this reason, it is important to grant a recovery period and offer help to the victims under all circumstances.

Unconditional support serves to help the victim to stabilize and start recovering physically and psychologically and to consider her/his situation and options to make an informed decision about cooperation with the authorities.

The types of services and assistance required by victims of trafficking vary somewhat depending on whether the victim is in the destination country or has returned to the country of origin. While in the country of destination, the victims most immediate needs may be finding safe accommodation and receiving legal counselling to assist – for example – with immigration and compensation issues, upon returning to the country of origin in addition to the immediate needs, also long term needs such as social and labour inclusion should be addressed to help reintegrate in the society and prevent re-victimisation.

Even if a victim of trafficking has been returned to her/his home country, the need for protection and assistance continues as the process of reintegration can be enormously difficult for victims. Rehabilitation programs should include all of the same services as in the context of destination countries: shelter, legal assistance and health care.

Additionally, in order to reintegrate and start a new life, trafficking victims can benefit from education programmes, such as job training or vocational skills courses and orientation and support on seeking employment. In some cases, return to the country of origin might not be in the best interest of a victim and the assistance needs to be provided to help a victim to stay in the country of destination. Both language courses as well as vocational training are the key in integrating the victim into their new home country.

> ☞ Please find a table on the types of assistance in countries of origin and countries of destination on **page vi**.

## 3.3 Mapping: analysing the local trafficking situation

Actions against human trafficking should start at the local level. Local actors should map the situation of their territory in order to be able to design appropriate interventions and measures to be undertaken. Mapping is supposed to be a multidisciplinary and participatory process. In fact, local actors should not only involve the different administrative branches (such as social, health, education, youth and so on) and the law enforcing institutions (police, prosecutors, judiciary...) as well as and especially profit from the knowledge of the local NGO's. The purpose is to consult all the actors that might encounter episodes of human trafficking.

Local authorities should seek information on trafficking in human beings available at national level from existing anti-trafficking national coordination and reporting mechanisms and combine it with information from municipal records related to crime, data from social services on vulnerable populations, data from local police and NGOs on trafficked persons, traffickers and existing anti-trafficking initiatives.

Municipalities often can gather information on human trafficking more easily than national authorities. Using this information in investigations and prosecutions could actually make a difference. Therefore, it is extremely important that local authorities have the possibility to share the information with the relevant authorities.

The mapping should also gather information on what resources are available for municipalities to engage and mobilize in order to develop a list of services available for victims of human trafficking and also other services, which could be relevant for people at risk (e.g. social welfare, employment, health, education, counselling, legal).

Another outcome of the mapping should be the identification of training needs among municipality's frontline operators who may be engaged in the identification of victims and potential victims and in the delivery of support services. If there are no resources available at the local level to conduct the mapping to the scale suggested, one option is to focus on certain areas or types of trafficking which are considered particularly prominent in your area.

Another good option is to incorporate human trafficking into existing more general crime prevention or outreach policies and interventions. Many cities and municipalities, in fact, already conduct local safety audits or carry out urban security plans to improve the safety of the area or of certain groups.

These cities and municipalities could include a diagnosis of human trafficking issues into their existing or on-going processes. Local anti-trafficking strategies and action plans could then be built upon existing local authorities' programmes and policies on relevant and complementary issues such as those addressing social exclusion, violence against women and migrant integration.

**In order to properly map the local situation, the following main aspects should be considered:**

- identification of populations at risk
- potential locations
- traffickers, enablers and users

When trying to **identify population at risk of trafficking for sexual exploitation**, it is important to consider the persons engaged in prostitution at the local level, the local trends, the relevant locations, and the groups at risk. The organisations that work in this field, providing support and services to those involved in prostitution, are likely to have relevant information on trafficking but their focus is usually not on exploitation. Information and trainings should be provided to enable efficient cooperation between relevant institutions, law enforcement and NGO's.

☞Please find the table on "Population at risk-trafficking for sexual exploitation" in the section on "Practical Guidance & Tools: Mapping the local trafficking situation" on **page vii**.

The **Identification of population at risk of labours trafficking** must cover activities such as forced begging, forced criminality. The starting point when mapping the local situation are migrants and marginalised people, especially those who work in irregular situations or are undocumented as they are obviously more exposed to the risk of exploitation. To the extent possible, data should be disaggregated by gender, age and ethnic background. A number of local actors can help identifying potential victims of labour trafficking, including different inspection authorities, trade unions, migrant service providers, as well as private citizens and consumers.

☞Please find the tables on "Population at risk- labour trafficking" and "Population at risk-forced begging and criminality" in the section on "Practical Guidance & Tools: Mapping the local trafficking situation" on **page viii** and **page ix**.

In **countries of origin**, the mapping should aim at identifying the relevant groups at risk to be recruited and trafficked at local level. It is also important to map key actors who are working with and supporting these vulnerable groups. After identifying the specific groups at risk, the mapping should focus on researching local, social and economic trends concerning these populations. The next table introduces some of the questions to be considered.

☞Please find the tables on "Countries of origin-trafficking for sexual exploitation and labour exploitation" and "Countries of origin: questions to be considered at the local level" in the section on "Practical Guidance & Tools: Mapping the local trafficking situation" on **page x.**

Another important component of the mapping is the **identification of places/locations** where vulnerable groups or trafficked persons may be encountered, and of places where exploitation and trafficking is likely to occur. This information can be vital if developing targeted prevention measures such as awareness rising.

☞Please find the table on "Locations to be considered as relevant for human trafficking" in the section on "Practical Guidance & Tools: Mapping the local trafficking situation" on **page xi.**

Even if traffickers are often part of extended and powerful criminal organisations, they usually act in a much smaller dimension, often relying on personal or family relationships. There are various ways in which individuals can be involved in trafficking process. The term "traffickers" can be used to refer to recruiters, transporters, those who exercise control over trafficked person, those who transfer and/or harbour trafficked persons in exploitative situations, those involved in related crimes and those who profit either directly or indirectly from trafficking, its component acts and related offences.

At the EU-level, traffickers come from different countries and have diverse national and ethnic backgrounds; however, the majority are EU citizens. The majority of perpetrators have strong connections to the country of origin of the victim, they tend to recruit and exploit victims of their own nationality. The majority of traffickers are men, however the number of women involved is increasing. Sometimes the line between victim and offender is blurred as former victims in many cases become traffickers when they are forced to recruit others or are offered a respite from direct exploitation by moving up in the hierarchy of the trafficking network.

☞ Please find the table on "Gathering information about perpetrators" in the section on "Practical Guidance & Tools: Mapping the local trafficking situation" on **page xii.**

## 3.4 Prevention of trafficking at the local level

Prevention is an important component of any anti-trafficking responses, but it remains one of the most challenging and complex areas of intervention. Yet, prevention is the key to address such a complex and structural phenomenon and it is likely to be more cost effective in the long run. Trafficking prevention is about tackling the factors that cause the exploitation of people. These factors are multiple, multifaceted and interlinked, creating a favourable environment where trafficking develops and spreads. There is no singular, universal approach; a good start however is to begin with the local mapping so that actions combatting Human Trafficking can take into account the specific situation of a given area.

**Local authorities should become active agents in the prevention of human trafficking, and be able to implement specific preventative measures in response to local needs according to the findings of the mapping**. It is also essential that measures are implemented in structured and cooperative partnerships, involving e.g. municipalities, the police, schools, health and social services and the private sector. Such partnerships can cover a wide range of programmes and thematic issues, they may focus on some specific aspects (e.g. recruitment) or forms of trafficking (e.g., sexual exploitation), on certain groups at risk to be trafficked/exploited (e.g., unemployed youth, asylum seekers, migrant farm workers) or on the training of certain professional groups to increase their awareness on human trafficking.

### Prevention trough awareness raising

Different awareness raising measures can be used to inform the general public, specific risk populations, professional groups and businesses about human trafficking. Ideally, general awareness raising efforts should be embedded in a broad framework aiming at promoting zero tolerance of labour exploitation, safe migration and decent work. This would be not only conductive to discussing and addressing all forms of trafficking in human beings in the community but also to educating civil society

and practitioners to understand and recognize the various forms of exploitation and to intervene and refer victims to appropriate support.

Awareness raising should disseminate accurate, realistic and rights-based information, avoid stigmatization and stereotypical images of victims and should inform the public about services for trafficking victims and potential victims so to encourage the referral of individuals in need to support services. Furthermore, awareness raising should be related to the local context and reflect the findings of the mapping done.

Municipalities can also design and implement targeted awareness raising activities towards populations at risk. This awareness raising should empower people at risk; it should advise them about what they can practically do to stay safe from exploitation before and after their migratory journey. It should provide practical and realistic information about what their rights and options are, what precautions they can take to reduce risks of abuse and exploitation, where to seek help and what support services are available and importantly how to put forward a complaint.

In the European Union, there are examples of awareness raising initiatives specifically targeted to addressing one particular form of exploitation, for example, domestic servitude and domestic servitude in diplomatic households. There have also been a number of awareness raising activities targeted at consumers and to specific categories of professionals to tackle demand and opportunity for exploitative labour practices.

Municipalities can also engage in awareness raising addressed to businesses active in economic sectors, which are particularly prone to exploitation. Building on the evidence from the analysis of trafficking and exploitation in their local area, municipalities could approach business associations in the sectors of employment and recruitment, agriculture, cleaning services, construction, hotels, food processing and packaging, restaurants, etc. to make them aware of exploitation and trafficking and of their obligations to respect human rights throughout their operations. They should also provide information about existing legal channels for recruitment of migrant workers and facilitating the access to those channels. Through this targeted awareness raising, municipalities could engage business associations to promote ethical standards of recruitment and employment of workers among their associates.

In such activities, municipalities should partner with relevant labour administration actors (e.g. labour and health & safety inspectorates), with the police and other law enforcement agencies with a view to strengthening controls and inspections on site to prevent exploitation, and to exchange intelligence about perpetrators where appropriate.

## Prevention through outreach to populations at risk

In many municipalities the social service department provides - directly or through a civil society partner - outreach services to respond to the needs of vulnerable groups of the population such as women and men involved in prostitution, people with substance dependency, homeless people, migrants and others who for various reasons including social and cultural isolation need to be approached in person. These service providers should be made aware of human trafficking and its indicators, so that they could assist potential victims of trafficking and refer them to social welfare, health, employment, language training and other more specialized services that they may need.

Furthermore, in order to best respond to the needs of the most vulnerable groups of the population and in particular migrants (e.g. undocumented migrants), such services could be offered in cooperation with or by non-governmental organisations, trade unions, faith groups and local community organisations that may also provide cultural mediators or community leaders who can gain more easily the trust of different migrant groups and can more effectively refer and accompany them to various support services.

| Good Example of Action: Sweden |
| --- |
| **Crossroads Support Centres in Stockholm and Gothenburg**<br>The cooperation between the NGO Stockholm City Mission and the municipality of the city, the country council and other NGOs led to the creation of an advice and support centre for migrants. Here migrants living in poverty or homelessness can find support: breakfast, lunch, shower, formative courses and other services. Similar to the Crossroads centre is the one in Gothenburg, also run by a local organisation and the local authorities. |

## Prevention through monitoring of public procurement

Municipalities engage in numerous public procurement activities for example for construction work or for cleaning services, and through these contracts they may inadvertently be complicit in trafficking and exploitation. As large buyers of goods and services, they may risk that their contractors and sub-contractors recruit and/or employ persons in abusive and exploitative situations or purchase goods and services produced through exploitative labour (e.g. cleaning services). To avoid such risks, municipalities should have in place appropriate due-diligence procedures to ensure respect of human rights. Furthermore, municipalities should lead by example and be ethically and socially responsible through the inclusion of ethical criteria and social clauses in their public procurement processes with a view to promote respect of human rights and prevent labour exploitation and trafficking.

## Building multi-disciplinary partnerships

Trafficking prevention requires engaging, mobilising and coordinating actions from a variety of actors within the municipal administration, relevant regional and national public services, civil society, trade unions and businesses. Housing, health and job creation, education, and social services can all influence the likelihood that people will become victims or offenders.

Cooperation between these sectors, the police and the justice system, using strategies which are based on good evidence and knowledge about crime problems and their causes, can prevent crime and victimization. Mayors could play a very important role in initiating and driving these partnership processes.

Furthermore, such partnerships would benefit from exchanges, collaboration and coordination with other municipalities at regional and national level not only to generate sharing of experiences and mutual learning but also to avoid effect whereby effective and stringent measures to prevent human trafficking locally result in the problem being shifted to other areas where those measures are not.

**On the following pages, relevant stakeholders in the fight against human trafficking at local level can find practical guidance and tools for training and implementation of measures in cities and municipalities.**

# Practical Guidance & Tools: Indicators of trafficking in human beings

| GENERAL INDICATORS OF HUMAN TRAFFICKING |
| --- |
| → Age |
| → Gender |
| → Nationality/Ethnicity |
| → Signs of abuse or physical violence |
| → Signs of trauma or psychological abuse -uncertainty, insecurity, nervousness |
| → Sector of employment (e.g., agriculture, construction, cleaning, restaurant sectors, domestic work) |

| SEXUAL EXPLOITATION | | | |
| --- | --- | --- | --- |
| DOES THE PERSON… | | IS THE PERSON… | |
| …perform sexual services against her/his will or under control? | | …allowed to choose the services given or to whom? | |
| …perform or provide services in an environment that is different from that advertised or expected because the environment is sexualised? | | …able to stop providing services on her/his own accord? | |
| …provide sexual services under different circumstances than previously agreed? | | …able to refuse unprotected or violent sex? | |
| | | …aware of the regulations on prostitution in the country in which she/he is in, including the legal age to be involved in prostitution? | |
| | | …threatened with violence or other forms of punishment or threats to loved ones? | |
| | | …able to keep all or part of her/his earnings? | |
| | | …threatened to be reported to the authorities for deportation? | |
| | | …allowed to keep their passport or is it been confiscated by someone? | |

| LABOUR EXPLOITATION | |
| --- | --- |
| **DOES THE PERSON...** | |
| … have a contract? | |
| … have a work permit? | |
| … work illegally long hours? | |
| … receive very low or random payment or no payment at all? | |
| … work in dangerous conditions (including physically dangerous and unsanitary)? | |
| … have the necessary safety gear (including equipment and clothing)? | |
| … have the ability to terminate her/his work situation? | |
| … know her/his labour rights and that she/he can join a trade union organisation? | |
| … work in an environment other than advertised? | |
| … have their passport or has it been confiscated by the employer? | |
| … live with the employer? | |
| … have any free time which they can spend without monitoring from the employer? | |

| FORCED BEGGING OR CRIMINALITY | |
| --- | --- |
| IS THE PERSON | |
| … forced to beg or commit acts of petty crime – for example stealing or selling drugs especially if she/he is disabled, elderly or underage, or in debt? | |
| … threatened with violence or punishment if she/he does not steal or collect enough? | |
| … forced to give part or all of her/his earnings to someone else? | |
| … living and travelling in large groups across the entire country or region without ability to leave or move freely on their own? | |
| … have their own identity documents with them or have they been confiscated or sold? | |
| … living in a site which is controlled through e.g., video surveillance or has windows with bars? | |
| …living in a place which is over-crowded, unhealthy or has no basic hygiene facilities? | |

# Practical Guidance & Tools: Summary for practitioners on identification

| Where to look? | What to look for? |
|---|---|
| **Restaurants, shops, construction sites, agricultural farms, cleaning companies.** | → Staff show signs of physical abuse or restraint<br>→ Poor or non-existent safety equipment<br>→ Workers do not have suitable clothing for their work<br>→ Workers have no days off or holiday time<br>→ Workers are not allowed breaks<br>→ Employer is holding their identification documents<br>→ Workers live on site/poor conditions/ together with the employer |
| **Apartments, other accommodation locations** | → Overcrowded conditions, with many people sharing one room<br>→ Occupants do not know their own address<br>→ Occupants live in sheds, tents or storage areas or offices or on-site at their workplaces<br>→ Occupants live together with their employer<br>→ Occupants are not allowed outside the house on their own<br>→ Minibuses pick up occupants at unusual times |
| **Local authority premises, including offices, schools, construction sites etc.** | → Workers on cleaning contracts arrive in minibuses and appear to be fearful<br>→ Workers on building contracts arrive in minibuses and appear to be controlled<br>→ Workers do not have their own identification papers<br>→ Workers have no days off or holiday time<br>→ Workers do not know any local language |
| **Red light districts or areas known for street or open site prostitution, such as parks or truck stops** | → Women/men show signs of physical/sexual abuse, physical restraint, confinement or torture<br>→ Special services are offered, included unprotected sex at a low price<br>→ Woman/man only knows how to say sex related words in local language<br>→ Women/men appear to be controlled or monitored closely by a pimp<br>→ Women/men are not free to come and go as they wish or to take breaks<br>→ Women/men appear to be under 18 |

Source: Adapted from SOLACE – Human Trafficking report 2009, 37-38.

# Practical Guidance & Tools: Scheme & Types of Assistance

| SCHEME OF ASSISTANCE | | |
|---|---|---|
| **TYPE OF ASSISTANCE** | **ACTIVITIES** | **RESPONSIBLE ACTORS** |
| Hot line assistance or other low threshold services | → Psychological and emotional support. | Service provider (municipal social service, NGO etc.). |
| Assistance in reaching a safe place | → Arranging and paying for travel, meeting victims at the airport, railway station etc. | Municipal police, local service provider, local NGO, others. |
| Referral to the local/national service provider | → Provision of information and arrangement for the safe travel to the local/national service provider; coordination and cooperation between hot line services and local/national service providers. | Social worker or NGO who has the first contact with a victim;<br>Service provider responsible for victim assistance. |
| Risk assessment | → Inquiring on trafficked person's perception on risks and security;<br>→ Conducting risk assessment with various individual organisations;<br>→ Informing the trafficked person on potential risks and available measures of protection;<br>→ Interpretation/translation.* | Service provider or the law enforcement agency, if they are involved. |
| Crisis intervention | → Safe housing;<br>→ Food and clothing;<br>→ Psychological support;<br>→ Immediate medical intervention/assistance;<br>→ Legal assistance, including<br>→ assistance in obtaining/ recovering documents;<br>→ Social assistance;<br>→ Translation/interpretation;<br>→ Reflection and/or recovery period. | Service provider; Local medical services or hospitals; crisis centres; Local legal aid offices. |
| Long term assistance | → Long term needs assessment and development of a long term plan of assistance;<br>→ Accommodation;<br>→ Social counselling;<br>→ Medical assistance;<br>→ Psychological counselling/therapy;<br>→ Information about legal rights and avenues for legal redress;<br>→ Legal assistance, including legal aid and representation for claiming compensation and back pay;<br>→ Family mediation;<br>→ Contact with authorities if a victim is willing to cooperate with the law enforcement and testify in court. | Service provider; Municipal social services;<br>Health services; Migration service; Legal aid offices, lawyers/law firms, trade unions;<br>NGOs help in obtaining compensation and back-pay. |

| TYPE OF ASSISTANCE | ACTIVITIES | RESPONSIBLE ACTORS |
|---|---|---|
| Social and labour inclusion | → Language training;<br>→ Educational activities;<br>→ Covational trainings;<br>→ Employment counselling/coaching in a process of active job seeking;<br>→ Job placement Assistance;<br>→ Income generating programmes;<br>→ Recreation activities | Service provider;<br>Local employment office;<br>Local employers or local association of employers. |
| Return | → Providing the trafficked person with relevant information on legal and social aspects of return;<br>→ Obtaining written consent on voluntary and informed decision of the trafficked person to return;<br>→ Identifying the relevant NGO/International Organisation networks or competent government authorities in the country of origin to initiate family tracing, if needed;<br>→ Contacting relevant embassies/consulates to facilitate return process;<br>→ Ensuring accuracy and providing the travel documents;<br>→ Contacting the service provider in the country of origin, obtaining confirmation that the trafficked person will be received and assisted in the country of origin. | Service provider;<br>Organisation responsible for voluntary safe return<br>Embassy/consulate |

* interpretation/translation for a victim who does not speak the local language should be provided during the whole assistance process, if needed.

| TYPE OF ASSISTANCE in countries of origin and countries of destination | |
| --- | --- |
| ASSISTANCE TO VICTIMS IN COUNTRIES OF ORIGIN | ASSISTANCE TO VICTIMS IN COUNTRIES OF DESTINATION |
| Temporary shelter/safe accommodation | Temporary shelter/safe accommodation |
| Medical/health care | An initial medical check- up and immediate medical assistance |
| Psychological support | Psychological support |
| Material assistance (including food and clothing) | Immediate material assistance |
| Social assistance | Social assistance |
| Renewal of documents | Translation/interpretation services |
| Legal assistance in criminal investigations/civil claim for damages/representation of the victim in the court | Legal assistance, in particular regarding victim's rights and obligations/migration status/residence/work permit/civil claim for damages/representation of the victim in the court |
| Reintegration assistance: life skills training, education, vocational training, family support | Assistance in obtaining travel documents/ passport |
| | Risk assessment before safe return to country of origin |
| | Arrangement for a safe return to country of origin |
| | Assistance in social and labour inclusion process, if the victim stays in the country of destination (language training, integration assistance, education, vocational training) |

# Practical Guidance & Tools: Mapping the local trafficking situation

| POPULATIONS AT RISK – TRAFFICKING FOR SEXUAL EXPLOITATION | |
|---|---|
| **Questions to be considered at the local level (mainly in destination countries)** | **Key actors who can identify people at risk and encounter trafficked persons** |
| **Women and men involved in prostitution:** <br> → How many women/men are known to be engaged in prostitution in your area? <br> → What is the demographic profile of these women/men? <br> → Where do they come from? <br> → What proportion of women/men has a pimp/procurer? <br> → What proportion may be victims of international/domestic trafficking? <br> → Are there increasing numbers of migrant women working in bars or in the service sector? <br> → What is the profile of foreign women/men involved in prostitution and who are their clients? <br> → Are the numbers increasing? <br> → In which areas of the city do these women/men live? <br> → In which locations are services offered and provided? <br> → What policies and services exist to support the women and men involved in prostitution? | → NGOs & service providers <br> → Social and health services <br> → Victim Services <br> → Local police <br><br> → Shelters <br> → Migrant/Refugee support groups <br> → Migrant services <br><br> → Local neighbourhoods <br> → Sex buyers <br> → Private citizen |
| **Migrants (including EU-citizens), irregular migrants, asylum seekers, refugees and foreign students** <br> → How many foreign students, recent migrants, refugees and migrant women are living in your area? <br> → Where do they come from? <br> → What are their circumstances and needs (housing, income, languages, work and training)? <br> → What is their risk of sexual exploitation? <br> → What policies and/or services exist to support them? <br> → What are the gaps in services for them, how can they be filled? | |

Source: Adapted from Local Safety Audit Guide: to Prevent Trafficking in Persons and Related Exploitation (2013), 32-34.

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Practical Guidance & Tools: Mapping the local trafficking situation

| POPULATIONS AT RISK – LABOUR TRAFFICKING | |
|---|---|
| **Questions to be considered at the local level (mainly in destination countries)** | **Key actors who can identify people at risk** |
| **Migrant workers (including EU-citizens), irregular migrants, asylum seekers, refugees and foreign students**<br><br>→ How many migrant workers, foreign students and undocumented migrants are living in your area?<br>→ What industries, jobs are they working in?<br>→ Where do they live and how do they go to work?<br>→ Are there any identified trends in terms of newcomers in the municipality?<br>→ What is the background and demographic profile of this population?<br>→ What are their working conditions and wages?<br>→ Are they aware of their rights, do they receive any support and services?<br>→ What services and policies are needed to provide them with greater protection from exploitation? | → Labour inspectors<br>→ Local police<br>→ Health/fire/tax inspectors<br>→ Trade unions<br>→ Social services<br>→ Medical personnel<br>→ Public procurement officials<br>→ NGOs<br>→ Victim Services<br>→ Migrant/refugees support groups<br>→ Migrant communities' organisations<br>→ Recruitment agencies<br>→ Private citizens |

Source: Adapted from Local Safety Audit Guide: to Prevent Trafficking in Persons and Related Exploitation (2013), 34-35.

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| POPULATIONS AT RISK – FORCED BEGGING AND CRIMINALITY | |
| --- | --- |
| **Questions to be considered at the local level (mainly in destination countries)** | **Key actors who can identify people at risk** |
| → Are there people begging in your area? What is their background? <br> → Is the begging organised and how? Is there someone bringing them into town and coming to pick them up? How much time do they spend begging? Is there someone watching/controlling? <br> → Do they do other activities in addition to begging? <br> → Where do the persons begging live? What are the conditions? <br> → Are there any support services available? <br> → Are there indications of forced criminality in your area, e.g. shoplifting or mobile phone thefts done by populations at risk? <br> → Are these persons working and moving in groups within a larger region? What is their background? <br> → Are there reports from other municipalities in your region with similar situations of organised begging or forced criminality? <br> → Were the people involved previously arrested in other cities for similar crimes? <br> → Are the items stolen different than you would expect e.g. women/girls stealing men's razors? | → Local police <br> → Social services <br> → Medical personnel <br> → NGOs <br> → Victim Services <br> → Migrant/refugees support groups <br> → Migrant communities' organisations <br> → Church or faith-based organisations <br> → Private citizens |

Source: Adapted from Local Safety Audit Guide: to Prevent Trafficking in Persons and Related Exploitation (2013), 34-35.

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| COUNTRIES OF ORIGIN - POPULATIONS AT RISK – TRAFFICKING FOR SEXUAL EXPLOITATION AND LABOUR EXPLOITATION | |
|---|---|
| **Populations at risk - trafficking for sexual exploitation and labour exploitation (mainly in origin countries)** | **Key actors who can identify people at risk** |
| → Young people who reside in public care institutions <br> → People living in areas with a declining economic situation, especially unemployed persons and persons with loans and credit problems <br> → Women/men involved in prostitution <br> → Single mothers in a poor economic situation <br> → Persons with substance dependence <br> → Persons with physical or mental disabilities <br> → Minority groups with low level or no national language knowledge <br> → Victims of violence <br> → Homeless persons <br> → Discriminated and marginal groups | → NGOs & service providers <br> → Social and health services <br> → Public care institutions <br> → Teachers <br> → Medical personnel <br> → Local police <br> → Libraries <br> → Shelters <br> → Unemployment office <br> → Church <br> → Companies providing property and maintenance services <br> → Private citizens |

| COUNTRIES OF ORIGIN: QUESTIONS TO BE CONSIDERED AT THE LOCAL LEVEL |
|---|
| → How many people live under the poverty line in your area? <br> → How many unemployed people live in your area? <br> → Are there support services available for people in need in your area? <br> → How many people are receiving social benefits and other type of assistance in your area? <br> → Are there women/men engaged in prostitution in your area or in nearby larger cities? <br> → Are there women/men who are/were involved in prostitution abroad? <br> → In which areas do the poorest groups of population live? <br> → What are the circumstances and needs of people living in areas with poor economic situation? <br> → How many people are being regularly treated for substance dependency? <br> → How do they live? <br> → How many cases of domestic violence are reported in your area per year? <br> → What is the profile of victims of physical or emotional violence? <br> → Do they receive any social services and assistance? <br> → How many people travel abroad in search of employment annually? <br> → What is the profile of these people? <br> → How do they find employment abroad? <br> → What are their working conditions and pay abroad? <br> → What industries, jobs are they working in? |

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| LOCATIONS TO BE CONSIDERED RELEVANT (FOR MAPPING AND FOR TARGETED PREVENTION MEASURES SUCH AS AWARENESS RAISING) | |
|---|---|
| Transportation hubs: airports, train stations, ferry terminals & ports, bus and metro stations and other locations where migrants may be informally recruited | Libraries or other such locations with free Wi-Fi and or free access to computer |
| Red light districts or areas known for street prostitution, selling of drugs, counterfeit goods and cigarettes, or begging | Clinics and hospitals, including global clinics offering services to undocumented migrants, and hospital emergency departments |
| Shopping malls, public parks or other locations where young people, migrants, or other potentially relevant groups gather and to spend time | Areas with ethnic shops, market places, ethnic restaurants, internet cafes and telephone shops, cafes and money transfer services where migrants may spend time |
| Homeless shelters or daytime centres targeting vulnerable groups such as street children, people with substance dependency and addiction, ex-prisoners or unemployed persons | Educational establishments, especially vocational schools and schools for children with disabilities |
| Centres offering services to migrants, including information centres, cultural centres, language schools | Social service centres |
| Big construction sites where migrant workers are employed | Asylum centres and reception points Consulates and embassies |
| Big agricultural farms/areas/regions where migrant workers are employed | Employment services and recruitment & job Placement agencies |

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| GATHERING INFORMATION ABOUT PERPETRATORS | |
| --- | --- |
| **Questions to be considered at the local level** | **Key actors who can identify people at risk** |
| → Traffickers, enablers, users – sexual exploitation<br>→ What is known about the traffickers in your area?<br>→ What industries exist within your area that may use or enable sexual exploitation?<br>→ Where are they located?<br>→ Are there any third party agencies recruiting workers in your area?<br>→ Who are the enablers/observers of sexual exploitation?<br>→ How many sex buyers are there in your area?<br>→ How big is the problem?<br>→ What services or programs exist that are targeting the demand side of sexual exploitation?<br>→ What is the background and demographic profile of this population?<br>→ What services and policies are needed to reduce demand? | → Local police<br>→ Social and health services<br>→ NGOs<br>→ Victim Services<br>→ Migrant/refugees support groups<br>→ Taxi drivers<br>→ Hotel staff<br>→ Local neighbourhood associations<br>→ Private citizens |
| **Questions to be considered at the local level** | **Key actors who can identify people at risk** |
| → Traffickers, enablers, users – labour trafficking,<br>→ forced begging and criminality<br>→ What is known about people exploiting labour in your city or area?<br>→ Do you have any information about forced begging and forced criminality?<br>→ Who are the organisers or who benefit from these activities?<br>→ Do other municipalities experience the same challenges?<br>→ Are there mechanisms for exchange of information between municipalities in your country?<br>→ What industries may use or enable labour exploitation?<br>→ Who are the enablers/observers of labour exploitation, begging or forced criminality?<br>→ What services or programs are targeting the demand side of labour exploitation?<br>→ Are there any codes of ethics for companies?<br>→ Do local companies monitor their supply chain? | → Local police<br>→ Labour inspectors<br>→ Health/fire/tax inspectors<br>→ Trade unions<br>→ Social and health services<br>→ Public procurement officials<br>→ NGOs<br>→ Victim Services<br>→ Migrant/refugees support groups<br>→ Taxi drivers<br>→ Hotel staff<br>→ Local neighbourhood associations<br>→ Private citizens |