

**Human**

**Trafficking**

**2013**

- Baltic Sea

Region

Round-up

Human

Trafficking

2013

– Baltic Sea

Region

Round-up

This publication has not been formally edited.

*As the definition of human trafficking or special elements of human trafficking and the use of different methodologies, variables and analytical tools to collect and analyse the data as well as the intermingling of human trafficking with other phenomena, such as pandering, differ within and between countries, data comparability can not be assured.*

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# Written by

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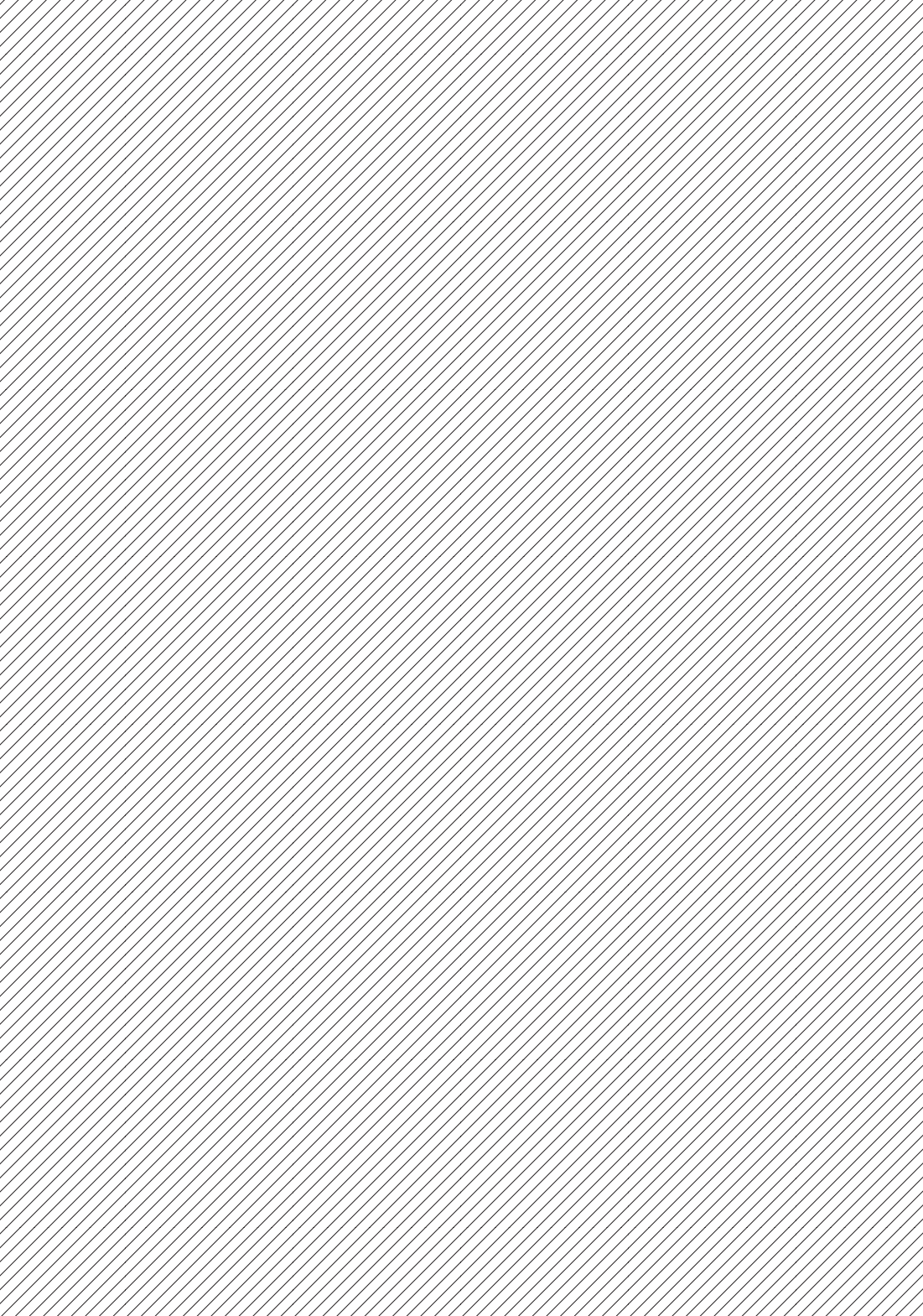
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# Foreword

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The Task Force against Trafficking in Human Beings (TF-THB) for the past seven years has acted as a clearing house for up to the minute information on the trafficking situation in the Baltic Sea Region between the Member States of the Council. It has functioned as an open exchange forum and reference point on topics previously not dealt with on a macro-regional level - like training of the diplomatic corps/consular officers and data collection from a practical perspective.

Most of the specific information in terms of policy information and statistical breakdowns stays within the closed doors of the sessions of the Task Force. Some of the shared information is later published publicly in the form of yearly reports after information has been shared direct from source some time earlier during the regular Tour de Table of the Task Force sessions. Each delegate and national body reports to the European Union, the United Nations Office on Drugs and Crime (UNODC) or another reporting/monitoring mechanism with their statistics and yearly tasks. In terms of information gathering this meant that different parts of the counter-trafficking narrative in our region are located in sporadic fashion and were not always easily attainable or in one language.

In 2011, the TF-THB published an investigation into data collection which collected the most recent data from the region as a back of book reference. The actual study focused on the *how* of data collection in the region and was the first time that this type of study had been done on a regional level or with such a detailed review of the actual data collection mechanisms and data flows between actors in our Member States. The positive feedback which the TF-THB was awarded following the publication of the investigation prompted the Task Force to think about a broader but more accessible review - which would give insight into what each of the countries was focusing on as well as an easy to read illustrative map of the region which would give a quick overview.

In light of the further work being done in the context of Europe by various actors and institutions the TF-THB believe that this short regional round-up for 2013 will provide valuable input and information about the macro-regional context we find ourselves increasingly seeking in our strategic preventive work.

We hope to see the map stuck to your wall when we visit your office.

**Anna Ekstedt**

*Senior Adviser and Head of Unit*



# About the Task Force against Trafficking in Human beings (TF - THB)

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The Council of the Baltic Sea States (CBSS) is an overall political forum for regional inter-governmental cooperation. The Members of the CBSS are the eleven states of the Baltic Sea Region: Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland, Russia, Sweden, as well as the European Commission. The Task Force against Trafficking in Human Beings (TF-THB) falls under the CBSS long term priority of Civil Security and the Human Dimension and works to counteract trafficking in human beings and all its forms of exploitation in the Baltic Sea Region and its near vicinity through preventive measures and protective actions. Since its establishment in 2006, the TF-THB has developed in to an important arena for knowledge transfer and presentation of best practices in order to increase prevention and enhance the protection of victims of human trafficking in the region. The TF-THB strives to address identified flaws in current

policies and operative work in the region through joint collaborative projects and macro-regional cooperation.

## Experts and Structure of the TF-THB

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The TF-THB is an Expert Group composed of government representatives from a variety of ministries from the 11 Member States of the CBSS as well as a representative of the office of the EU Anti - Trafficking coordinator. The chair of the TF - THB rotates among the Member States on an annual basis following the CBSS Presidency (from 1 July to 30 June).

The TF-THB delegates have held 20 sessions of the Task Force and have met between 3 and 4 times per year since November 2006. The work up until the end of June 2013 has spanned six CBSS Presidencies. The Task Force has so far been chaired by Sweden, Latvia,

Denmark, Lithuania, Norway and Russia. The current Chair is Finland.

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

## Overall strategic objectives and goals of the TF-THB for 2012 - 2014:

- > Building capacity in the Region to address trafficking for labour exploitation through improved partnerships, enhanced diagnostics and intensified organizational approach.
- > Ensuring continuity of data collection and analysis by regularly collecting and publishing updated data and analysis of new trends of trafficking in human beings in the Region.
- > Advocating for the use of the Handbook for Diplomatic and Consular Personnel on how to Assist and Protect Victims of Human Trafficking and exploring ways to increase the longevity and distribution of the training material.
- > Fostering NGO and Law Enforcement cooperation by supporting the negotiations of a Model Memorandum of Understanding at the national level.

- > Strengthening Strategic Partnerships, increasing cooperation and sharing knowledge and experience with local, regional and international organisations working against human trafficking within and outside of the region.
- > Examining the nexus between trafficking for labour exploitation and migration into precarious labour situations and developing guidelines for key actors to prevent situations of exploitation.

## Strategic activities and projects of the CBSS TF - THB for the period 2012 - 2014

TF-THB activities assess new trends as well as existing counter-trafficking work and policies in each of the CBSS Member States. The TF-THB focuses on hands-on, practical work to address gaps in existing practices and policies and to respond to emerging trafficking trends. It achieves this through the implementation of projects to better prevent trafficking, protect its victims and also to facilitate work on the prosecution of traffickers.

Here are some of the currently implemented and past projects:

> Our main focus currently is on actions that can increase the capacity of key actors in the region to identify instances of trafficking for labour exploitation and develop strategies to address and reduce exploitative labour situations. The TF-THB, the European Institute for Crime Prevention and Control, affiliated with the United Nations (HEUND), the Ministry of the Interior of Lithuania and the University of Tartu commenced a 2-year Flagship Project “**ADSTRINGO - Addressing trafficking in human beings for labour exploitation through improved partnerships, enhanced diagnostics and intensified organisational approaches**”. ADSTRINGO aims at preventing trafficking for forced labour through enhanced national and regional partnerships and through improved understanding of the mechanisms that facilitate exploitation of labour in Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, and Sweden. The project is implemented with the financial support of the Prevention of and Fight against Crime Programme of the European Commission Directorate General Home Affairs. It is a Flagship Project under the European Union Strategy for the Baltic Sea Region (EUSBSR). The project fulfills the Action - Combatting Trafficking

in Human Beings as part of the overall Priority Area - Crime.

The main activities foreseen in the project are national workshops in each participating country to establish a dialogue among key labour actors at the national level and a baseline research on recruitment practices in relation to trafficking in human beings for labour exploitation in both countries of origin and destination. As an outcome of these activities, the project also aims at developing concrete guidelines on how to prevent this form of human trafficking. The findings of the research will be presented and discussed on 17 October 2013 at a high level conference in Vilnius during the Lithuanian Presidency of the European Union as part of the 7<sup>th</sup> EU Anti-Trafficking Day activities.

The Swedish Institute Baltic Sea Cooperation Unit separately finances a complementary project **ADSTRINGO Poland and Russia** specifically focusing on regional cooperation within these two countries.

> ADSTRINGO as a project is built upon activities implemented through the **DEFLECT - Data and Education of Forced Labour Exploitation and Counter Trafficking** project which was

launched at a conference in June 2011 under the Norwegian CBSS Presidency, where international experts exchanged knowledge with operative actors throughout the region. The TF - THB also conducted a study *Actors against Trafficking for Labour Exploitation* focusing on the current forms of counter trafficking cooperation for labour exploitation among stakeholders at the national level in the region. The study was finalized in January 2013 and will serve as a starting point and basis for a dialogue at the national level in each CBSS Member State.

> As the TF - THB is housed under the roof of the Council of the Baltic Sea States it was logical that our first focus was close to home - our very own consular and diplomatic corps. In 2008 - 2010, 12 training seminars were held to increase awareness of human trafficking amongst the diplomatic corps and consular officials in the CBSS region and to provide them with tools to act in case of suspected human trafficking. The seminars were held jointly with the International Organization for Migration (IOM) and trained more than 550 individuals from 94 countries over 5 continents. The outcome was a practical, illustrated **Handbook for Diplomatic and Consular Personnel on How to Assist and Protect Victims of Human Trafficking (CBSS TF-THB - IOM)**. The handbook has been translated into

Russian and is used for trainings of Russian speaking consular and diplomatic corps worldwide.

> Outreach further afield was needed to increase formalized cooperation between law enforcement and service providers in cases of human trafficking in order to improve assistance to victims of human trafficking in the region. For this exercise the TF - THB teamed up with the United Nations Office on Drugs and Crime (UNODC). A commissioned investigation looked specifically at how state actors and civil society actors cooperate. The final report **Human Trafficking in the Baltic Sea Region: State and Civil Society Cooperation on Victim's Assistance and Protection (CBSS TF - THB - UNODC)** provides a number of key recommendations for future actions in the region and for the work of the TF - THB in order to improve the assistance given to victims in our Member States.

> One of the main recommendations from the joint assessment study with the UNODC was to develop a **Model Memorandum of Understanding (MoU)** to be adapted by each country. This project was funded by the Swedish International Development Agency (SIDA) and enabled the TF - THB to gather over 40 experts in Oslo in March 2011 to discuss how formalized cooperation agreements can

enhance the provision of assistance to victims of human trafficking for sexual exploitation. The experts engaged in productive discussions concerning the implementation of the Model MoU in national groupings and drew upon the international and regional knowledge of the UNODC and the TF - THB, as well as the experience of Germany and Lithuania where similar MoUs are already in place and have since been expanded. The Member States supported the piloting of local and regional initiatives upon return to their respective capitals which are still underway.

> The TF - THB has also conducted an assessment study on the current data collection mechanisms to map, identify, systematize, and analyse existing information on data collection on human trafficking in the Baltic Sea Region. This study addresses existing knowledge gaps and produces a clear overview of what type, how and by whom data is currently collected in the 11 CBSS Member States. It makes recommendations for improvements to governmental institutions and NGOs in the Region and proposes 21 key data indicators which should be collected as a minimum. The study is entitled **HARD DATA: Data Collection Mechanisms on Human Trafficking in the Baltic Sea Region (CBSS TF - THB)**. The study acted as input to the work carried out by the European Commission specifically on data collection.

> **Safe Trip** was launched on the EU Anti - Trafficking Day, 18 October, 2010, by the TF - THB jointly with the County Administrative Board of Stockholm, the National Centre for Knowledge on Men's Violence against Women (NCK) and the Swedish National Support Operations Team against Prostitution and Trafficking in Human Beings (NMT). It was initially meant to be a pilot information campaign targeting female victims of trafficking mainly for sexual exploitation in the Stockholm area but has since been developed into a national program via the County Administrative Boards and other actors in Sweden and has the potential to become regional. The campaign Safe Trip uses the national support line for women who have been exposed to threats, violence or sexual assault, Kvinnofridslinjen, 020 50 50 50. [www.safetrip.se](http://www.safetrip.se)

The TF-THB is also a member of the OSCE Alliance against Trafficking in Persons through the membership of the Senior Adviser and Head of Unit at the Secretariat.

Further information on all our past and current projects can be found on our website <http://www.cbss.org/Civil-Security-and-the-Human-Dimension/the-task-force-against-trafficking-in-human-beings-with-focus-on-adults>.

# European Commission – Anti-Trafficking activities at the EU level

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EU Anti-Trafficking Coordinator  
Dr. Myria Vassiliadou in conversation  
with the CBSS TF-THB noted:

*“Trafficking in human beings is a crime that very often has a transnational component. For this reason, transnational cooperation is of utmost importance, and cooperation between neighbouring countries in addressing this crime is needed and falls within the regional and pan - European EU policy cycle of fighting organised crime. It is therefore important that the prevention of trafficking in human beings and the support and protection provided for victims and groups at risk by means of transnational actions is prioritised.”*

*Dr. Vassiliadou has also stressed that the results of the transnational cooperation among the CBSS Member States is interesting for the EU as whole and for other regions within the EU, including cooperation with non EU Member States.*

The forum of cross border cooperation against human trafficking of the CBSS Member States provides a platform for a strong response to counter trafficking in the Member States as well on the regional level. The European Commission is a full member of the CBSS and the CBSS TF - THB monitors its work with the European Commission and the EU Anti-Trafficking Coordinator to create synergies in anti - trafficking actions.

The European Union and European Commission take a human rights based approach when addressing Trafficking, an approach that is also victim-centred and gender-specific. The work of the European Commission on preventing Trafficking in Human Beings takes many shapes and has resulted in various activities.

## Structure

Myria Vassiliadou is the current Anti-Trafficking Coordinator and assumed the post in March 2011. The position of the coordinator is new and was addressed already in the *Stockholm Programme* but the tasks of the role were developed in the *EU Anti-Trafficking Directive 2011/36/EU*. The coordinator is based within the European Commission, DG Home-Affairs.

The EU Anti-Trafficking Coordinator has several tasks; mainly to improve coordination among the Member States, EU institutions, EU agencies and international actors. The coordinator also develops existing and new EU policies to address trafficking in human beings. Finally, the role of the coordinator is to also monitor the implementation of the *EU Strategy towards the Eradication of Trafficking in Human Beings (2012-2016)*.

The Group of Experts on trafficking in human beings was set up already in 2003 and the main responsibility is to provide the Commission with expertise on issues regarding trafficking in human beings. From 2006 until 2009 the Group of Experts on Trafficking in Human Beings of the European Commission was coordinated by Dr. Maria Grazia Giammarinaro who during this time served in the European Commission's Directorate-General for Justice, Freedom and Security in Brussels, where she was responsible for work to combat human trafficking and sexual exploitation of children.

The members of the group are selected experts with a broad knowledge in anti-trafficking work and they function as independent specialists and do not represent the opinions of their governments or organisations. The EU Group of Experts is currently on its third college (2011-2015).

## Anti - Trafficking Activities of the EC:

The political commitment at EU level to address the problem of trafficking in human beings is reflected in the large number of initiatives, measures and funding programmes established in the area both within the EU and third countries. Major recent developments to address human trafficking at EU level have been the following:

### *EU Civil Society Platform against Trafficking in Human Beings*

On 31 May 2013, the European Commission set up a Platform comprising over 100 NGOs involved in the work against Trafficking in Human Beings. The purpose of the platform is to function as a forum for NGOs working at the European, national and local levels within the field of human rights, children's rights, women's rights and gender equality, migrants' rights, and shelters. The goal of the Platform is to provide organisations with an opportunity to exchange experiences, share and discuss



good practices when tackling human trafficking. The Commission will support the Platform by organising regular meetings for participants, to gather crucial, up-to-date information and feedback on the main challenges that civil society organisations face on the ground, as well as looking at how to facilitate online communication within the platform.

#### *Report on Trafficking in Human Beings<sup>1</sup>*

The need to develop comparable and reliable statistics on crime and criminal justice has long been recognised by the European Commission and the EU. This has been further emphasised in the *Communication from the Commission to the European Parliament and the Council “Measuring Crime in the EU: Statistics Action Plan 2011-2015”*, adopted in January 2012, in which trafficking in human beings was highlighted as one of the priority areas for collecting statistics. In April 2013, the Commission presented a report focusing on statistics on trafficking in human beings. It includes data for the years 2008, 2009 and 2010. The report is the first publication at the EU-level gathering *comparable* data on trafficking in human beings at EU level. The report includes data from all 28 EU Member States, the EU Candidate countries:

Iceland, Montenegro, Serbia and Turkey, and following EFTA/EEA countries: Norway and the Switzerland. Data from non-Members have been highlighted in some parts of the report.

#### *EU Strategy towards the Eradication of Trafficking in Human Beings 2012-2016<sup>2</sup>*

On 19 June 2012, the Commission adopted the *EU Strategy towards the Eradication of Trafficking in Human Beings (2012-2016)*. It was endorsed via Council Conclusions by the Justice and Home Affairs Council on 25 October 2012. With the Strategy, the European Commission focuses on concrete actions that will support and complement the implementation of EU legislation on trafficking in human beings, namely the Directive 2011/36/EU. The Strategy is a set of concrete and practical measures to be implemented over the next five years.

The objective of this Strategy therefore is to provide a coherent framework for existing and planned initiatives, to set priorities, to fill gaps and therefore complement the recently adopted Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims<sup>3</sup>.

1// Trafficking in human beings, 2013 edition, EUROSTAT, Luxembourg: Publications Office of the European Union, 2013, pp. 9. Available at [http://ec.europa.eu/anti-trafficking/entityaction?sessionId=hGxfrSVfrChJfwplStGVzFnKOnTlp258Sl3Z21GBKngnlnWRXcLQj1360130564?path=EU+Policy%2FReport\\_DGHome\\_Eurostat](http://ec.europa.eu/anti-trafficking/entityaction?sessionId=hGxfrSVfrChJfwplStGVzFnKOnTlp258Sl3Z21GBKngnlnWRXcLQj1360130564?path=EU+Policy%2FReport_DGHome_Eurostat)

2// The document is available at <http://ec.europa.eu/anti-trafficking/entityaction?path=EU+Policy%2FNew+European+Strategy>

3// Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims, OJ L1504.2011, L 101.



**This Strategy identifies five priorities the EU should focus on in order to address the issue of trafficking in human beings. It also outlines a number of actions which the European Commission proposes to implement over the next five years in concert with other actors, including Member States, European External Action Service, EU institutions, EU agencies, international organisations, third countries, civil society and the private sector. Those priorities are as follows:**

- A. Identifying, protecting and assisting victims of trafficking**
- B. Stepping up the prevention of trafficking in human beings**
- C. Increased prosecution of traffickers**
- D. Enhanced coordination and cooperation among key actors and policy coherence**
- E. Increased knowledge of and effective response to emerging concerns related to all forms of trafficking in human beings**

*The EU Rights of Victims of Trafficking in Human Beings<sup>4</sup>*

EU efforts are focused on ensuring rights of victims. Accessible and consistent information for victims is essential in order to guarantee victims of trafficking the support they are entitled to. To implement one of the actions in the EU strategy towards the eradication of trafficking in human beings 2012–2016, namely under Priority A: Identifying, protecting and assisting victims of trafficking, Action 4: Provision of Information on the rights of victims, the European Commission has issued a document which gives an overview of victims' rights based on EU legislation.

The document is addressed to victims and practitioners as well as to Member

States developing similar overviews of rights of human trafficking victims at national level. The document includes information regarding assistance and support, protection prior, during and after criminal proceedings, healthcare and labour rights, justice and legal defense, and access to compensation. It ends by also offering information on reflection periods and resident permits.

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<sup>4</sup> The EU Rights of Victims of Trafficking in Human Beings, European Commission 2013, Luxembourg: Publications Office of the European Union, 2013. Available at [http://ec.europa.eu/anti-trafficking/entityaction?path=EU+Policy%2FEU\\_rights\\_victims](http://ec.europa.eu/anti-trafficking/entityaction?path=EU+Policy%2FEU_rights_victims).

# In conversation with Dr. Venla Roth, Senior Officer, Finnish Rapporteur's Office

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Venla Roth, PhD in Law, serves as Senior Officer and an anti-human trafficking expert at the Office of the Ombudsman for Minorities/National Rapporteur on Trafficking in Human Beings in Finland. The National Rapporteur monitors phenomena relating to human trafficking, the fulfillment of international obligations and the effectiveness of national legislation, as well as issues recommendations and advice relevant to combating human trafficking and to implementing the rights of victims. The Rapporteur also reports regularly to the Government and Parliament on human trafficking and related phenomena.

*1/| What are the main goals for the Office of the Ombudsman for Minorities in Finland as well as the challenges you face and do you see that there is more or less interest in the function of the National Rapporteur mechanism?*

An Ombudsman usually has the same type of mandate, especially in Scandinavia, but since we have so few resources I am the only one in our office who works with trafficking issues, so we do not really have the possibility to focus on separate individual cases, compared to the usual role of ombudsman in Scandinavia where the focus is mainly on individual cases.

I need to stress the fact that we are an independent monitoring mechanism which is slightly rare within the work against Trafficking in Human Beings. In Finland, we have a strong legal mandate compared to the few other existing reporting mechanisms in the European Union and even though our legal mandate

does not make us able to demand changes within legislation or strategy, it has given us a lot of assets and a possibility to critique governmental policies and activities. It is very important to have a mandate which enables the office to give recommendations on how governmental agencies should improve their work against THB, and the fact that we can report directly to the parliament gives us strength. So in a way I think independence itself gives support to our work.

Our main goals, based on the existing legislation and our mandate, are to supervise how the rights of the trafficked person are respected and protected, and to improve strategies and activities against THB in general, such as the overall prevention of trafficking. For example, we have for a couple of years prioritized the work of the police and focused on pre-trial investigations because we see it as the stage where victim identification takes place in Finland, and the question of victim identification has been a challenge here. Identification of human trafficking victims is of course a challenge everywhere, but from our point of view the most important task is to pinpoint and say where the biggest challenges are exactly. We have seen now that the number of pre-trial investigations has increased during the last two years and we have also asked the police to use trafficking guidelines, which they now do, where both pre-trial investigation and identification are highlighted.

I think that all these types of improvements regarding pre-trial investigation and identification of victims are also a question of quality; that relevant agencies ask relevant questions and victims are provided with legal advice. All these factors are important in order to improve anti-trafficking policies but most important of all, to ensure the rights of victims and prevent trafficking in the first place. So the work of the police regarding THB has lately been one of our greatest prioritizations.

***2// If I can go back to what you said about Independent monitoring mechanisms; is this something you want to encourage and do you think it is useful for combating THB in a more enhanced way?***

Yes I really do. I do see that independence as such gives us an outsider view and a critical perspective. When being inside an administration you sometimes tend to lack critical perspective, and this is of course natural and not only the case in Finland, but when you have the mandate to say what you think and to give recommendations on enhanced strategies, it gives you more strength and can lead to positive changes. So I really think that an independent monitoring mechanism functions as a promoter for positive development and improvements. However, the actual implementation of decisions and improvements take place somewhere else and are performed by other actors such as the police. We suggest that on the basis of the broad information we

have collected this or that strategy may function more effectively in the work against THB. I also want to stress that an independent function alone does not guarantee changes of strategies. Of course, one can still speak more freely but the legal mandate of an independent mechanism gives you a more solid ground to stand on.

In 2010, the Office of the Ombudsman for Minorities conducted a report with a purpose to collect all sorts of important information regarding the criminal justice system, migration services and victim assistance. We collected information, analyzed it and gave recommendations on what is needed to be done within the field of THB and I think that the results we have been able to achieve would not be possible without the factor of independence. Also, we have a very strong mandate to receive classified information which gives us an opportunity to really supervise how agencies deal with this subject in a concrete manner.

The situation in Finland is evolving again and we have seen new structural changes that we have to take into account, whilst at the same time ensuring that the victim assistance is working properly.

**3// And what are these changes and main trends your office notes at present in terms of human trafficking?**

Well, in 2010 we reported about the situation in THB to the Parliament which

demanding that the government takes new measures in order to reform the legislation and as a result new legislation is on the way. The penal code is being modified to enhance the identification of victims because what we noted in our last report was that identification is very difficult partly due to the fact that other penal provisions overlap THB; therefore the police and other authorities sometimes identify a case of THB as some other kind of criminal act. This leads to a complicated situation when victims of THB are identified as victims of other crimes and are not referred to victim assistance or given legal advice during the pre-trial investigation. This also means that they are not able to claim damages in the court of law when these crimes are not prosecuted as cases of trafficking.

**4// In our current ADSTRINGO project on labour exploitation we have seen a general lack of knowledge in some countries when faced with this challenge; we have also experienced certain positivity in the national meetings - a kind of "aha" moment between the gathered actors when issues are discussed. How has the challenge of labour exploitation been perceived in Finland?**

Previously THB for labour exploitation was regarded by the unions and other stakeholders, such as the Labour Inspectorate, as a problem which occurred in other countries and it was therefore not seen as an issue to be concerned with.

However, we have been very persistent in

letting the unions understand that social dumping or labour exploitation in many cases actually are cases of THB and that it really is a part of their job. So on a positive note, both labour unions and the Labour Inspectorate have become more interested and involved in these issues. Furthermore, it took time for the police to understand how to deal with cases of trafficking for labour exploitation but they have been very active in conducting investigations on labour trafficking.

Compared to other European countries Finland has a unique situation regarding identified cases of THB. During the last year we saw four sentences in Finland regarding THB for labour exploitation and within the system of victim assistance the majority are victims of labour exploitation. From a statistical point of view, this is unique and there might be many reasons for this situation but I think the main reason is the issue of penal provisions overlapping each other in cases of THB, and this challenge is more present in cases of sexual exploitation than in labour exploitation. It has been very difficult to make a distinction between pandering and human trafficking which is very crucial for the legal consequences. These types of distinctions are present in cases of labour exploitation also, but not to the same extent.

At the moment there are approximately 100 victims in the system of victim assistance, 36 of them have been exploited sexually with only 4 of them

having been exploited sexually in Finland. The majority of these victims have been exploited in foreign countries and they now have a residence permit and/or are asylum seekers in Finland. So the current situation regarding identified victims of THB is rather strange because it may suggest that almost no one is being subjected to sexual exploitation in Finland. On the other hand, it is positive that Finland has been effective in identifying victims of THB among refugees and asylum seekers, and one explanation may be that the victim's assistance is physically located within the refugee reception center. Also, we have a clear screening system regarding asylum seekers which is based on international law, and the asylum seekers come to the attention of the authorities, so I am not amazed at all that victims of THB are largely identified within the group of asylum seekers.

With this said, I think it is great that victims of labour exploitation are being identified and it is highly important as there are many victims within this type of THB who still have not been identified but it is clear that one of our greatest challenges in combatting THB in Finland right now is to also enhance the identification of victims of sexual exploitation.

***5// This brings us to the next question: how can we make sure that the work against trafficking for sexual exploitation will not be forgotten and that actors working against labour exploitation will***

***learn from the experiences in that field and that those experiences are taken onboard. Do you think that a comprehensive set of knowledge is needed to be built?***

I really do think that it is very possible to combat THB for both sexual and labour exploitation simultaneously, and it should be so. Both are actual problems and are taking place every day in Finland. The authorities are aware of it and this has been very clear to us based on the information we have gathered during the last years. The focus when fighting THB, regardless of the purpose, should be to improve victim identification in order to ensure their rights, and this needs a structural understanding. First of all we need legislation that clearly states the definition of THB and what the legal frameworks are - so a new set of knowledge is perhaps needed because all of us involved in these issues have an idea of what trafficking is and that we want to combat it but the definition of THB is not clear. However, I do not think that legislation should have a strict view of what should count as trafficking; instead the assistance should be offered to a larger group of exploited people, not only to those who are trafficked in a sense of criminal law.

***6// What would you like to specially focus on in the coming years and how do you see the conversation on minority rights and migration effecting responses towards trafficking?***

What we have to do now is to enhance strategies in order to identify victims of THB and it is crucial to state that all victims who enter Finland should have access to victim assistance, even in cases where they have not been exploited within the territory of Finland but previously in some other country. Some people think that Finland as a country does not have an obligation to do this but we do, on the basis of human rights and especially on the basis of the Council of Europe which clearly states that all victims within the territory of a country have to be offered help and assistance. This is what we have demanded, and will continue to demand. Human rights tend to be bound to territories but they are universal.

***7// What is your personal motivation when it comes to working in the field of THB-issues and what makes you continue to work with it?***

I started working with this subject ten years ago in Finland and at that point the issue of trafficking was not particularly highlighted, it almost seemed as a common opinion that trafficking is not a major problem here and these things do not take place in our country. So for me it has always been, and continues to be, something fundamental as it involves the most vulnerable groups of the society and I think that makes this a challenging issue. It makes me reflect over the structures of our society, and as in Finland's case, a welfare society. Trafficking as

a subject is of a challenging nature and this is what makes me even more interested because it gives me new angles and new understandings since it is not a question only limited to law, but it is a question of marginalization, vulnerability and the different layers within the society where some people do very well and have access to the opportunities a welfare society can offer, while some people do not or are completely invisible to us. Working with human trafficking issues is really interesting and it gives me perspective. It is also motivating to know that we, in some sense, can speak for those who are not able to after listening to them. And I really do try to listen carefully to what victims have to say.

**8// *Finally, what would be your main message to people on human trafficking issue?***

Here I want to get back to the question of our mandate which I spoke about in the beginning of the interview. Of course, human trafficking is an issue of human rights and therefore we must continue to fight this crime and that is one message but we also really need to have a legal mandate in order to gain greater assets. When I started to work at the Office of the Ombudsman for Minorities in 2009, the situation regarding THB in Finland was very different from today but we have been able to put pressure on authorities and I think this is largely due to the independent legal mandate. Changing of attitudes is of course very important.

In our society, which is a legal based welfare society, authorities tend to listen and learn, therefore, an independent monitoring mechanism is a good way to really improve strategies against THB. Administrations often tend to prioritize their own questions or field but someone with an outside point of view can help with highlighting these questions, see the big picture, and hopefully contribute in order to counteract THB.

# Country Profiles

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This section comprises country profiles of the CBSS Member States.

Each country profile gives a brief overview of the current situation in the area of trafficking in human beings, national legal and institutional framework and recent changes in the legislation. It also contains a summary highlighting the national co-ordination mechanism, main stakeholders and their mandate as well as best practices in preventing trafficking in human beings and statistical data for 2012.



# Denmark

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## Overview of the current situation in the area of trafficking in human beings

Denmark is primarily a country of destination and transit for victims of trafficking in human beings (THB) from Africa, Southeast Asia, Eastern Europe, and Latin America. The main form of THB is transnational trafficking for sexual exploitation. Identified victims originate mostly from Africa, Eastern Europe and Asia, in particular Romania, Nigeria and Thailand. In June 2011, the third National Action Plan (NAP) for combating human trafficking was published and is effective until the end of 2014.

The primary target group of the NAP continues to be women who are trafficked for prostitution throughout Denmark. However, new mechanisms have been developed to improve identification of possible victims of trafficking for forced labour as well as trafficking of minors. Denmark has extended outreach work regarding forced labour and increased focus on discovering the prevalence of human trafficking for forced labour. As a result of these efforts, the number of identified victims of trafficking for forced labour has increased in the last few years. They are primarily exploited in cleaning, domestic servitude, restaurants and production of cannabis. The vast majority

of victims migrate to Denmark and obtain working contracts via recruitment agencies. Often they take loans to cover the travel costs. The perpetrators are mainly foreign nationals (97%) from Western and Central Europe, Western Africa and other countries, while victims of forced labour originate mainly from Eastern Europe and Asia. There were 23 reported cases of THB for labour exploitation by the end of 2012 covering the period 2007 - 2012. As a result of increased cooperation between the Danish Working Environment Authority, trade unions, the tax authorities the police, the number of identified cases is expected to grow in the near future.

Denmark is now facing new challenges in THB regarding au pairs coming to the country. The previous idea with au pairs was based on the intention of cultural exchange but has now developed into a system where foreign women and girls can enter the European Union legally with the risk of being victims of labour exploitation. The number of work permits granted for au pairs in Denmark has increased from 211 in 2003 to over 2000 with the majority originating from the Philippines.

A Memorandum of Understanding (MoU) has been developed and signed

by the Centre against Human Trafficking (CMM), the Tax Administration, the National Police, the Immigration Service, the Working Environmental Authority, and the Agency for Labour Retention and International Recruitment to strengthen initiatives concerning trafficking for forced labour.

## National Legal and Institutional Framework

The current legislation on trafficking in human beings in Denmark covers all forms of exploitation indicated in the UN Trafficking Protocol. Denmark has undertaken a number of measures to develop the legal and institutional framework for combating trafficking in human beings. Since 2012, the most significant changes in the human trafficking legislation are the following:

> An assessment of the program in which victims of human trafficking are offered a prepared return and reintegration assistance was carried out to provide more effective protection, evaluate why so few victims accept this offer and what the long term consequences of prepared return and reintegration are. As a part of the Danish Government's agreement with the party *Enhedslisten* on the finance bill 2013, an agreement was reached to expand the prolonged reflection period from 100 days to 120 days. The purpose of this expansion is to improve the preparation of the

victims return to the country of origin. The bill was presented for the Danish Parliament on 30 January 2013. Furthermore, the agreement on the finance bill 2013 also includes changes concerning the "prepared return". The prepared return is an individually planned repatriation program both providing assistance in Denmark (e.g. schooling, safe accommodation, medical treatment, and legal assistance) and upon return in the home country (e.g. schooling, assistance regarding small business start-up). The prepared return is offered to victims of trafficking who do not have legal grounds to stay in Denmark, the program aims to provide them a new start upon return to their country of origin. As a part of the agreement on the finance bill 2013, the reintegration period in the country of origin has been expanded from three to six months, and it also allows for the initiation of a wider range of activities within the reintegration period.

> The maximum sentence for human trafficking has been raised from eight to ten years while also expanding the definition of human trafficking, effectively making it a criminal offence to exploit and force people to engage in such punishable acts as shoplifting, pick pocketing etc.

> The guidelines concerning withdrawal of charges to victims of trafficking have been published. These guidelines have been distributed to the police commissioners, the chief prosecutors, and the regional public prosecutors. Withdrawal of charges shall be given if it is certain that the suspect has been victim of trafficking, that the alleged offence relates to the trafficking and that the alleged offence cannot be characterized as a serious crime.

> The Director of Public Prosecutions has also initiated the process of drafting new guidelines concerning the sentence the prosecution should ask for in cases of trafficking. In these guidelines aggravating circumstances, which should result in higher sentences, will be listed. Furthermore a decision has been made to bring human trafficking cases with aggravating circumstances to the Supreme Court in order to receive the decision of the court regarding sentencing in such matters.

> The Ministry for Gender Equality and Ecclesiastical Affairs has initiated a mapping of the demand for sexual services in Denmark, with a particular

focus on human trafficking. This survey provides a basis for the ongoing cultivation of a change of attitude as well as information for those who purchase or consider purchasing sexual services.

The government conducted a thorough examination of a possible ban on purchasing sexual services while at the same time identifying and implementing consistent offers of effective exit strategies for women who work in prostitution.

## National Coordination Mechanism



<b>National Coordinator</b>	CMM
<b>Ministry Coordinating THB Efforts</b>	Ministry for Gender Equality and Ecclesiastical Affairs
<b>Inter-Agency Coordination Body</b>	Inter-Ministerial Working Group on Human Trafficking
<b>Anti-Trafficking Coordination Unit</b>	CMM
<b>Working Groups /operation /local level</b>	A national and six regional reference groups. A Working Group to coordinate measures with immigration services
<b>Specialized Units</b>	National Center for Investigation (NCI), Foreigners/Immigration Unit (NUC), Danish National Police, the Public Prosecutor's Office, and the Tax Administration
<b>Service providers</b>	CMM, civil society and IOs

## Main stakeholders and their mandate

**The Danish Centre against Human Trafficking (CMM)** has the overall responsibility for coordinating the cooperation between the social organizations and other public authorities concerning the social possibilities for support under the NAP, collecting and disseminating knowledge in the field of human trafficking.

The CMM has devised a system of national and regional referral groups to ensure that all actors involved in anti-trafficking efforts are linked to the implementation of NAP<sup>5</sup>

**The Department for Gender Equality/** along with the Minister of the Ministry of Gender Equality and Ecclesiastical Affairs leads the Inter-Ministerial Working Group on Human Trafficking which has the overall responsibility for coordinating the government efforts in combating trafficking in human beings. The Department for Gender Equality is responsible for the implementation of efforts and for a number of international initiatives, including prevention initiatives under this action plan.<sup>6</sup>

5// Report concerning the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Denmark, GRETA, Strasbourg, 2011, available at: [http://www.coe.int/t/dghl/monitoring/trafficking/docs/Reports/GRETA\\_2011\\_21\\_FGR\\_DNK\\_en.pdf](http://www.coe.int/t/dghl/monitoring/trafficking/docs/Reports/GRETA_2011_21_FGR_DNK_en.pdf)

6// [http://miliki.dk/fileadmin/ligestilling/PDF/Handel/MenneskehandelUKActionplan\\_2011\\_web.pdf](http://miliki.dk/fileadmin/ligestilling/PDF/Handel/MenneskehandelUKActionplan_2011_web.pdf)

**The Inter-Ministerial Working Group on Human Trafficking** is coordinating the implementation of the NAP. Its mandate was revised in the light of the enlarged scope of the Danish policy to combat THB beyond the initial focus on female victims of trafficking for sexual exploitation, and the Inter-Ministerial Working Group currently co-ordinates anti-trafficking measures for all forms of THB. It also collects data from all relevant governmental actors and publishes a status report on THB.<sup>7</sup>

A system of **national and regional referral groups** has been devised by the CMM, in order to create a forum of co-operation and dialogue between governmental and non-governmental organizations. The aim of these referral groups is to ensure that all actors involved in anti-trafficking efforts are linked to the implementation of the NAP. The aim of the national referral group is to exchange information, co-ordinate actions and alert partners about cases of THB. The six regional referral groups are also active throughout the country and are supposed to ensure the involvement of local actors by exchanging information, raising awareness, organizing activities and providing training.

**The National Center for Investigation, Danish National Police, the Public Prosecutor's Office, and the Tax Admin-**

**istration** have units specialized in anti-trafficking cases.

**The assistance schemes** offered to victims of human trafficking are provided by State - based services (CMM), civil society and international organizations (Nest International, Pro Vest, Danish Red Cross and IOM). Various services are offered to victims of human trafficking, however strong emphases remains on repatriation and return of trafficking victims, rather than on a fully-fledged Victim-centered approach.

## Best practices

> In 2012, the CMM has been building new partnerships with actors in the labour market, both authorities, such as Danish Working Environment Authorities and the Tax Authorities, and several unions. Two working groups on forced labour have been initiated with relevant authorities and trade unions. The purpose of these new partnerships is to exchange knowledge on vulnerable sectors with regard to trafficking in human beings and identification of potential victims, as well as to agree on procedures for cooperation. These initiatives have led to an increase in numbers of identified victims of trafficking for forced labour.

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7// GRETA Report 2011 [http://www.coe.int/t/dghl/monitoring/trafficking/docs/Reports/GRETA\\_2011\\_21\\_FGR\\_DNK\\_en.pdf](http://www.coe.int/t/dghl/monitoring/trafficking/docs/Reports/GRETA_2011_21_FGR_DNK_en.pdf)  
[http://miliki.dk/fileadmin/ligestilling/PDF/Handel/MenneskehandelUKActionplan\\_2011\\_web.pdf](http://miliki.dk/fileadmin/ligestilling/PDF/Handel/MenneskehandelUKActionplan_2011_web.pdf)

> The Center against Human Trafficking launched a campaign and website aimed at reducing demand for prostitution called “Get rid of the Traffickers”. The national campaign was carried out to increase the awareness of buyers of sexual services from individuals involved in prostitution concerning THB. The main focus of the campaign was on traffickers and how clients support them by buying sexual services from women trafficked for prostitution. The aim of the campaign was also to start awareness, reflection and debate among young men and the public in general about trafficking. In addition to that, the Center against Human Trafficking conducts summary reports of surveys based on qualitative interviews and surveys with migrant workers from the following sectors: the Au Pair sector, the Green sector (agriculture and nurseries), and the domestic work sector. The purpose of these surveys is to highlight problem areas described by the migrant workers in order to enhance knowledge regarding their background and current conditions. Existing information was analysed by professional and relevant advisory groups such as the Danish Immigration Service, the Danish Union of Public Employees (FOA), the Danish Working Environment Authority, the Red Cross, the police and the Danish Institute for Human Rights prior to the surveys.

> The Ministry of Defense provided human rights training to Danish soldiers prior to their deployment abroad on international peacekeeping missions, which included instructions on its zero-tolerance policy regarding human trafficking.

> The CMM has developed a film about victims returning home. The film demonstrates success stories of victims of trafficking after returning home through the “prepared return” and starting their own business. The film has initiated a dialogue with victims of human trafficking who used to be reluctant to discuss the possibilities of returning home. However, it has not been evaluated yet whether the film has an effect on the willingness of victims of trafficking to accept the prepared return.

# Statistics/Denmark (2012)

## > Data on victims:

| Total number of victims



| Gender

♀ 56

♂ 10

| Number of victims identified



| Number of victims accepting assistance



\* An "assistance" is not further defined, the figures on data on victims of trafficking includes all victims accepting any kind of assistance, e.g. counseling and payment of ticket to country of origin, or short term accommodation in crisis centers or prepared return.

## Nationality



## > Data on traffickers:

### Total number of traffickers

20



sexual

labour

forced  
marriage



## > Data on the trafficking process\*\*:

### | Type of recruitment

*Family members, relatives or local people/nationals with no relation to victims*

### | Forms of border crossing

*By plane, car, bus or boat*

### | Means of control over victim

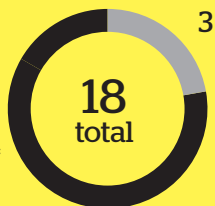
*Debt bondage, voodoo practices, threats, violence, withholding payments, promises of payment*

### | Country(ies) of exploitation

*Denmark, Spain, Italy and in some cases country of origin*

\*\* These indicators are not registered in all cases and are for this purpose calculated manually

## > Data on criminal justice responses:



- Number of persons charged
- Number of persons convicted. Some traffickers were investigated and prosecuted according to the Danish Penal Code section 262a but convicted according to section 228 (procuring).

\*\*\* Some investigations were initiated before 2012.

### | Number of investigations started



# Estonia

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## Overview of the current situation in the area of trafficking in human beings

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Estonia is mainly a source and transit country for victims of trafficking in human beings. Estonian women are subjected to trafficking for sexual exploitation in Cyprus, Finland, Greece, Luxembourg, Russia, and Sweden. Trafficking for labour exploitation is a rather recent phenomenon in Estonia and has up until now received little attention in comparison to trafficking for sexual exploitation. The existing capacity and resources are used mainly to work on trafficking for sexual exploitation rather than trafficking for other purposes. However cases of human trafficking for forced labour were more frequently identified in 2012. As the labour market situation in Estonia has gone through quite a severe negative transformation since the onset of the recession and unemployment is still relatively high, the number of people seeking employment abroad has grown remarkably and thus the risk of human trafficking for labour exploitation has increased as well.

This phenomenon is particularly seen amongst Russian-speaking men from the North-Eastern regions of Estonia where the largest Russian-speaking community resides, the members of which are mostly either non-Estonian citizens or stateless people.<sup>8</sup> The main destination countries for people subjected to forced labour exploitation are Finland, Norway, Spain, Sweden<sup>9</sup>, and the United Kingdom<sup>10</sup>. According to expert interviews, the construction sector, general seasonal work, jobs in the social care system and the cleaning industry tend to absorb large numbers of employed migrant labour and possible labour exploitation cases or even forced labour<sup>11</sup>.

The perpetrators convicted under the criminal offences used to prosecute trafficking in persons during 2007 - 2010 were mainly males from Latvia, Lithuania, and Eastern Europe. Some of the perpetrators did not have a citizenship. During the past few years, incidents with young girls being forced into sham marriage with

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8// Jokinen, A., Ollus, N. and Aromaa, K. (eds), 2011. Trafficking for Forced Labour and Labour Exploitation in Finland, Poland and Estonia, Helsinki: HEUNI, pp.279

9// Data are provided by the NGO "Living for tomorrow"

10// The 2013 Trafficking in Persons Report, US Department of State. Available at <http://www.state.gov/documents/organization/210739.pdf>

11// Jokinen, A., Ollus, N. and Aromaa, K. (eds), 2011. Trafficking for Forced Labour and Labour Exploitation in Finland, Poland and Estonia, Helsinki: HEUNI, pp.281

a third country national, has arisen as one of the pressing problems in Estonia. Most of the cases of sham marriages have been reported in Cyprus.

## National legal and institutional framework

The most significant and long-awaited development has been the finalization of the amendments to the Penal Code that were adopted by the Parliament on 21 March 2012. With these amendments the specific offences of trafficking in persons covering all forms of exploitation indicated in the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Organized Crime (the so-called 'Palermo Protocol') adopted by the UN General Assembly in November 2000 was introduced in Estonia. Before the introduction of the specific offence, different offences were used to prosecute cases of trafficking in persons, including the offences of enslaving, illegal removal of organs, aiding prostitution, children involved in stealing and petty crime and others.

The Estonian authorities established a national development plan for reducing violence for the years 2010-2014; combating trafficking in persons is one

of the objectives of the plan. The Plan includes activities aimed at the prevention of trafficking by providing information on trafficking in human beings to the general public and risk groups (especially young people and girls). It also includes activities aimed at preventing and identifying exploitation of the labour force, supporting victims of trafficking in human beings, increasing the efficiency of investigation of cases of trafficking in human beings and establishing and developing networks of cooperation<sup>12</sup>.

Estonia does not have a national referral mechanism, but there are guidelines in use for the referral and help of victims for the authorities working with THB cases. Work is underway for updating the guidelines. The first version of the procedural rules for referral has been compiled. The efforts continue throughout 2013.

With the transposition of the EU Anti-Trafficking directive there are now specific services for human trafficking victims.

The Victim Support Act and other related acts entered into force on 28 April 2013. The amendments brought the Estonian legislation into conformity with the EU directive on trafficking in human beings (2011/36/EU).

Thereby a framework and rules of services for human trafficking victims and sexually abused minors was established.

<sup>12</sup> UNODC [http://www.unodc.org/documents/data-and-analysis/glotip/Country\\_Profiles\\_Europe\\_Central\\_Asiapdf](http://www.unodc.org/documents/data-and-analysis/glotip/Country_Profiles_Europe_Central_Asiapdf)

The victims and in some cases their family members have access to victims support services, social welfare services and state compensation to victims of crime. Amendments were also made in order to assist foreign nationals who are victims of human trafficking regarding their stay in Estonia. Related amendments were made to the State Legal Aid Act. For better protection of the interests and well-being of children, Procedural guarantees foreseen in the EU law were also prescribed with the amendments concerning unaccompanied minors who stay in the country illegally or apply for international protection.

Victims of human trafficking and sexually abused minors have the right to receive various services specified in the Victims Support Act, such as ensuring safe accommodation, catering, access to necessary health services; psychological assistance etc. The provision of victim support services is ensured by the Social Insurance Board in accordance with the principle of regionality.

## National Coordination Mechanism



<b>Service providers</b>	NGO (Living for Tomorrow), NGO "Eiulitiri", "Estonian Women's Shelters Union"
<b>Specialized Units</b>	N.A.
<b>Working Groups operation /local level</b>	N.A.
<b>Anti-Trafficking Coordination Unit</b>	N.A.
<b>Inter-Agency Coordination Body</b>	A National Working Group - Coordination Network
<b>Ministry Coordinating THB Efforts</b>	The Ministry of Justice
<b>National Coordinator</b>	A senior adviser at the Ministry of Justice

## Main stakeholders and their mandate

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

**No special anti-trafficking units** are in place. The Estonian Police have assigned the Unit for Serious Crimes and Crimes against Persons with the Northern Police Prefecture and with the Central Criminal Police the task of investigating cases related to trafficking in persons. No unit currently specifically investigates trafficking for labour exploitation.

**NGO *Living for Tomorrow*** implements the anti-trafficking activities: information campaigns, training for youth, adults and professionals, a victim assistance hotline, prevention efforts amongst vulnerable

populations, research activities, and the pilot projects throughout Estonia since 2000.<sup>13</sup> The helpline for the prevention of human trafficking and counseling, run by the NGO "*Living for Tomorrow*" and is financed by the Ministry of Social Affairs, continued its work throughout 2012, when 671 persons received help.

***Estonian Women's Shelters Union*** is an association of non-profit organisations acting in public interests which joins organisations dedicated to providing shelters' services for victims of violence against women. The Union has been functioning since 2006. The Union seeks to raise public awareness of domestic violence, to provide relevant education and training, and to establish additional shelters.

**NGO "*Ehuliin*"**, established in 1997, offers emotional support and psychological counseling (crisis assistance, psychological rehabilitation, individual counseling etc.), and social counseling to different target groups - human trafficking victims, those involved in prostitution, individuals with addictions and HIV-positive individuals.

## Best practices

≥ In 2012, to address trafficking for labour exploitation two roundtable meetings were organised within the project "**ADSTRINGO: Addressing trafficking for**

<sup>13</sup>// Questionnaire 2012: *Living for Tomorrow*.

labour exploitation through improved partnerships, enhanced diagnostics and intensified organisational approaches” by the Ministry of Justice, the University of Tartu, and the NGO *Living for Tomorrow* in Tallinn and Narva.

The project is implemented with the financial support of the Prevention of and Fight against Crime Programme of the European Commission Directorate General Home Affairs and has been granted a flagship status under the EU Strategy for the Baltic Sea Region. These meetings were the first of this kind and provided a solid ground for strengthening cooperation among various labour actors at the national level.

- > Since October 2004 NGO *Living for Tomorrow* offers Human Trafficking prevention and victim assistance through the Hotline +372 6607320 service. The activity is supported by the Ministry of Social Affairs. The aim of the Hotline is to inform people about opportunities, conditions, rules, and the potential risks accompanying offers of work, study and/or marriage abroad, and to assist trafficking victims. The consultations include information about employment contracts, the consequences of illegal employment; risks of becoming a victim of human trafficking, contacts of governmental and non-governmental organizations providing assistance to victims of human trafficking, rules of entrance for Estonian citizens, persons without citizenship and foreigners

living in Estonia to European Union member countries and third countries as well as other important information. More than 600 consultations are provided yearly.

- > In order to prevent cross-border human trafficking and to protect people from becoming victims of trafficking, the Ministry of Foreign Affairs launched two projects. A project *Veebikonsul* (“*Consul in Web*”) provides online information, in social media, about travelling abroad, advice on how to avoid trafficking and/or exploitative employments. Consular officials also operatively respond to various enquiries. Information is available at <https://www.facebook.com/veebikonsul>

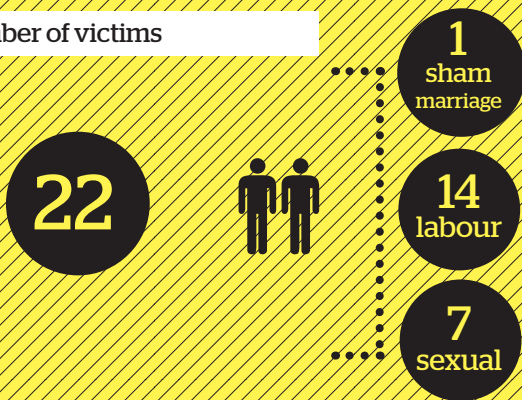
As a part of the project *Reisi targalt* (“*Travel Smart*”) an application for mobile phones was developed. The application includes contact information of Estonian Embassies and Consulates abroad, travel alerts and gives travelers an opportunity to give his/her contacts to the MFA when travelling abroad.

The Ministry of Foreign Affairs also regularly sends its experienced staff to hold seminars in schools and provide young people with sufficient information in order for them to avoid exploitative situations if leaving the country or travelling abroad. A big amount of attention is paid to the risk of becoming a victim of human trafficking.

# Statistics/Estonia (2012)

## > Data on victims:

### | Total number of victims



### | Gender

♀ 8

♂ 14

### | Number of victims identified



### | Number of victims accepting assistance



### | Nationality

*Majority of victims are citizens of Estonia*

## > Data on traffickers:

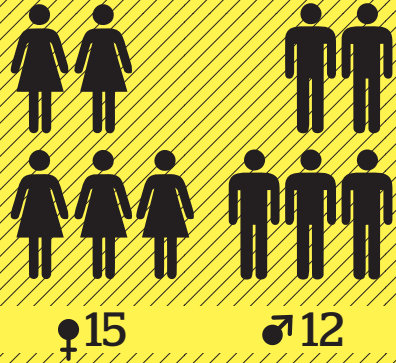
| Total number of traffickers

27



sexual

| Gender



## > Data on the trafficking process:

| Type of recruitment

*Web advertisements, renting/using apartments for prostitution, etc.*

| Forms of border crossing

*Smuggling of THB victims over the borders, contracting via labour recruitment companies, etc.*

| Means of control over victim

*Physical violence, threats, etc.*

| Country(ies) of exploitation

*Cyprus, Finland, Greece, Luxembourg, Norway, Russia, Sweden, and the United Kingdom*

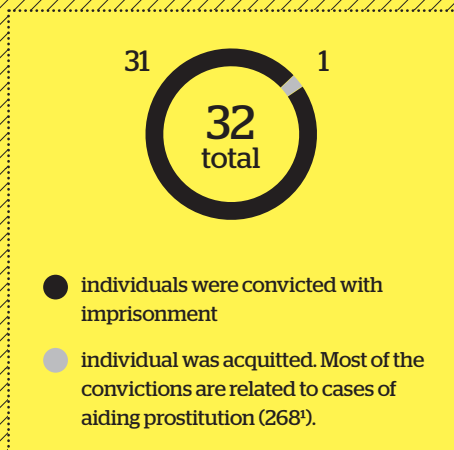


## > Data on criminal justice responses

| Number of cases registered under the provisions § 133, § 133<sup>1</sup>, § 133<sup>2</sup>, § 133<sup>3</sup>, § 175, § 268<sup>1</sup>



| Number of persons convicted (under which charges)



# Finland

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## Overview of the current situation in the area of trafficking in human beings

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Finland is a transit, destination, and, to some extent, source country for persons subjected to trafficking for sexual and labour exploitation. Victims of trafficking for sexual exploitation often come from relatively poor socio-economic backgrounds. They are vulnerable, unemployed and often members of an ethnic minority. They are persons who do not have much knowledge about Finnish society, the legal system or their legal rights and they lack language skills to find out about these things<sup>14</sup>. Until recently the discussion on trafficking in human beings held in Finland focused primarily on trafficking for sexual exploitation, while trafficking for forced labour has received relatively little attention in the debate. However, the use of migrant labour has increased in Finland during recent years, with a simultaneous increase in the identified cases of migrant worker exploitation. In 2011 and 2012, the majority of the referrals to the assistance system related to labour exploitation.

Many victims, however, remain unnoticed and unidentified<sup>15</sup>.

The most serious cases of exploited migrant workers have been found in restaurants specializing in ethnic specialty cuisine.<sup>16</sup> Irregularities and exploitation of migrant workers has also occurred on construction sites, in metal work, and in the cleaning industry as well as the agricultural sector, including and especially within the berry picking business. The victims of human trafficking for labour exploitation comprise a diverse group of women and men of different ages, coming from different parts of the world: Asia, Eastern Europe, and Finland's neighboring areas whose education, language skills, legal status and motives to work in Finland vary. The two largest groups of migrants are Estonians and Russians in particular. The perpetrators are both Finns and foreign nationals residing in Finland, but in several cases the perpetrators have been of the same ethnic origin as the victims. Many people

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14// Viuhko, M., Jokinen, A., 2009. Human Trafficking and Organised Crime. Trafficking for sexual exploitation and organised procuring in Finland. Helsinki: HEUNI, pp. 44.

15// The Finnish National Rapporteur on Trafficking in Human Beings - Report 2012, Ombudsman For Minorities, Helsinki, 2012, pp. 20.

16// Jokinen, A., Ollus, N. and Aromaa, K. (eds), 2011. Trafficking for Forced Labour and Labour Exploitation in Finland, Poland and Estonia. Helsinki: HEUNI, pp. 62.

who have become victims of human trafficking in other European Union Member States arrive in Finland to seek asylum. The number of such persons in the system for victim assistance has increased during last years<sup>17</sup>.

## National legal and institutional framework

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

The Ministry of the Interior established a Working Group in January 2012 to prepare more accurate provisions to the National Assistance System for Victims of Trafficking. The main goal of the new provisions is to streamline victim assistance. The mandate of the working group will be extended so that the Working Group could give its proposed provisions to the Parliament in autumn 2014.

The Ministry of Justice set up a working group in November 2011 to prepare changes to the Criminal Code provisions concerning trafficking in human

beings. The working group published the proposals in September 2012. Their work was primarily focused on clarifying the distinction between trafficking in human beings and other crimes, such as procuring and extortionate work discrimination. This work was conducted in order to reduce the amount of trafficking cases being investigated and/or prosecuted as other crimes and, as a consequence, to increase assistance for victims of trafficking<sup>18</sup>. The working group also proposed that perpetrators of extortionate work discrimination could be prohibited from pursuing a business. The working group took into account the requirements of the new EU directive 2011/36/EU. It is anticipated that the new amendments will be ratified in 2013.

Furthermore, in December 2012, it was decided by the Ministerial Group for Internal Security that a separate working group needs to be established to determine if a national trafficking coordinator should be designated, and if so, what resources it would require.

## National Coordination Mechanism



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17// The Finnish National Rapporteur on Trafficking in Human Beings - Report 2011, Ombudsman For Minorities, Helsinki, 2012, pp. 8.  
18// Rössborn, S., 2013. Actors against Trafficking for Labour Exploitation. Report on Cooperation between Stakeholders at the National Level in the countries of the Baltic Sea region to Address Trafficking for Labour Exploitation: Council of the Baltic Sea States, the Task Force against Trafficking in Human beings

<b>National Rapporteur</b>	The Ombudsman for Minorities
<b>Ministry Coordinating THB Efforts</b>	All relevant ministries
<b>Inter-Agency Coordination Body</b>	N.A.
<b>Anti-Trafficking Coordination Unit</b>	N.A.
<b>Working Groups operation /local level</b>	National network of NGOs against human trafficking Working Group of the City of Helsinki
<b>Specialized experts</b>	The Office of the Prosecutor General and the prosecution service, the Police, the Border Guard, the Ombudsman for Minorities, the Labour Inspectorate, the National Assistance System and the Immigration Service
<b>Service Main service providers</b>	Joutseno Reception Centre

## Main stakeholders and their mandate

Currently there is no single ministry responsible for the coordination of anti-trafficking activities in Finland. All the relevant ministries are responsible for the coordination of efforts to combat human trafficking within their sector.

Since 2009, the **Ombudsman for Minorities** is referred to as the National Rapporteur on Trafficking in Human Beings. Being an independent and autonomous actor, the National Rapporteur monitors phenomena relating to human trafficking and issues proposals, recommendations, opinions and advice relevant to the fight against human trafficking and to guarantee the rights of the victims.

The **National Network of NGOs against Human Trafficking** has been coordinated by Pro Centre Finland since 2007. The network is an informal coalition, which brings together NGOs and researchers interested in the subject. This network provides a forum for actors to share information and experience of trafficking in persons as well as victim support.

The city of Helsinki has set up an informal working group to discuss anti-trafficking issues at the local level. However, after the healthcare and social services organization reform in Helsinki, the working group is in a state of transition pending a formal status in the new organization.

There are no specialised anti-trafficking units in Finland, but rather experts specifically trained in dealing with cases of trafficking. The Finnish Prosecution Service has developed a system of specialized prosecutors. The Finnish Immigration Service has one staff member working part time as an anti-trafficking adviser.

The National Assistance System for Victims of Trafficking was established in 2006 and became statutory in 2007. The system is coordinated by a state reception centre for asylum seekers (Joutseno Reception Centre). The centre offers shelter, psychological assistance, medical care, and other services to identified victims of trafficking.

## Best practices

> An anti-trafficking campaign *Work that nobody wants to do* was carried out by the IOM Helsinki office and the National Rapporteur on trafficking in human beings in 2011. The campaign aimed at contributing to an overall enhancement of the methods utilised and resources applied for victim identification in Finland. The campaign was the first ever to mark the occasion of the EU Anti Trafficking day on 18 October in Finland. This campaign has been awarded a national newspaper advertising prize. Earlier the campaign was awarded the Association of Finnish Advertisers Award for the best social advertisement.

> In 2012, the campaign *Work that nobody wants to do* was followed by a new campaign called *Wonderland*. The campaign featured a cover by singer Paula Vesala and musician Jori Sjöroos of a well-known Finnish tango “Wonderland”. While the video portrays trafficking for sexual exploitation, the campaign website also highlights trafficking for labour exploitation.

> In 2010, the Ombudsman for minorities conducted research where information was gathered from criminal justice actors, migration services and victim assistance providers in order to further comprehend the situation regarding THB in Finland, and discovered that the main challenge within this field is to enhance the identification of victims. The Office of the Ombudsman for Minorities provided authorities and stakeholders with recommendations on how to identify THB and, particularly, how to improve victim identification. This has resulted in the police becoming more engaged in the work against THB by carrying out inspection of work places more frequently and Labour Inspection Officers began to use guidelines in order to identify cases of THB. The information gathered in 2010 on the initiative of the Ombudsman for Minorities also resulted in the preparation of new legislation regarding THB which is now on the way.

# Statistics/Finland (2012)

## > Data on victims:

### | Total number of victims



\* Victims and potential victims accepted in the National Assistance System for Victims of Trafficking

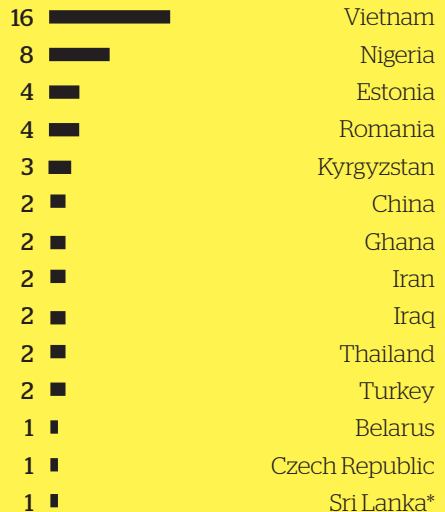


### | Gender



### | Nationality

### | Number of victims accepting assistance



## > Data on criminal justice responses

| Number of investigations started



| Number of persons convicted  
(under which charges)



# Germany

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## Overview of the current situation in the area of trafficking in human beings

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Germany is a source, transit, and destination country for people subjected to trafficking for sexual exploitation and forced labour. The main focus of Germany's anti-trafficking policies has traditionally been trafficking in women and girls for sexual exploitation. However, since 2005, when all forms of trafficking were acknowledged, the institutional and policy framework has gradually changed to include trafficking for forced labour. In recent years the German Federal Government has increased identification of labor trafficking; nevertheless, victim identification concerning labour trafficking cases lags behind trafficking for sexual exploitation victim identification and still remains one of the biggest challenges. Currently, the Federal Government is developing a broader approach to coordinate national policies in regard to granting support and assistance for victims of all forms of human trafficking.

The vast majority of victims (87,5%) come from EU Member States, including from Germany itself, other victims are mainly from Romania, Bulgaria, and Hungary, thus they enter and stay in the country as an EU citizen legally. Non-European victims originate from

Nigeria, other parts of Africa, Asia, and the Western Hemisphere. The means of coercion and force vary, for instance, young German women are sometimes coerced into a trafficking situation for sexual purposes by *purported* boy-friends in so called "loverboy" schemes whereas, Nigerian victims of trafficking are often trapped into prostitution through voodoo rituals. Trafficking for sexual exploitation often goes hand in hand with such crimes as rape and other forms of sexual violence, physical and psychological violence, deprivation of liberty, smuggling of migrants, drug and arms trafficking, and forgery. Victims of forced labour have been identified in the agricultural sector, in domestic service, on construction sites, at meat processing plants, and in restaurants. Members of ethnic minorities, such as Roma people, as well as foreign unaccompanied minors, and individuals with disabilities are particularly vulnerable to human trafficking.

Germany's anti-trafficking policies are not outlined in a National Action Plan (NAP) for combating human trafficking specifically. A variety of measures against trafficking in women are



included in the broader framework of actions against gender based violence - the second Action Plan of the Federal Government to Combat Violence against Women, which was approved in 2007.

## National Legal and Institutional Framework

-recent changes in the legislation

The current state of legislation harks back to the amendment to the Criminal Code in 2005, when all forms of trafficking in human beings were recognized. Trafficking in Human Beings for the purpose of sexual exploitation is criminalized under Section 232 of the Criminal Code, and trafficking for forced labour under Section 233. In addition, since 1997 Germany has a separate Transplant Act, which was last amended in 2001 and, under Article 17 and Article 18, prohibits trade in organs and tissues.

German law permits prosecutors to the right to decline prosecution of victims of trafficking who have committed minor crimes. However, NGOs have reported that, although prosecutors in practice exercise this discretion, victims may have been penalized or deported on occasion before their legal status as victims of trafficking had been clarified.

Since 2012, the most significant changes in the human trafficking legislation are the following:

- > On 19 December 2012, Germany ratified the Council of Europe Convention on Action against Trafficking in Human Beings.
- > According to the new Employment Ordinance which was adopted by the Federal Cabinet on 27 February 2013, all foreigners who are granted a residence permit for reasons of international law or on humanitarian or political grounds can be granted permission by the Foreigner's Offices to take up any kind of employment without the approval of the Federal Employment Agency. With the grant of residence permit victims of labour exploitation thus also gain unrestricted access to the German labour market. The new provisions will enter into force as of 1 July 2013.
- > The reflection period for third country nationals has been extended to a minimum of three months. The reflection period does not apply to the EU-citizens as they already have residence status via EU citizenship.

- > Amendments in the Penal Code to extend the definition of trafficking to forced begging and coercion for petty crimes are anticipated for 2013.
- > In the next legislative period, the Federal Ministry of Labour and Social Affairs intend to reform the legislation relating to social compensation, which would also include compensation for victims of crime.

## National Coordination Mechanism



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

Germany has not established a **National Rapporteur** but has an equivalent mechanism in the Federal Working Group on Trafficking in Persons. The responsibility for implementing anti-trafficking policies is shared among the relevant ministries, mainly the **Federal Ministry of Family Affairs, Senior Citizens, Women and Youth (BMFSFJ)** and the **Federal Ministry for Labour and Social Affairs (BMAS)**. The **Unit for Protecting Women from Violence (unit 403)**

<b>National Coordinator/ National Rapporteur</b>	<b>Ministry Coordinating THB Efforts</b>	<b>Inter-Agency Coordination Body</b>	<b>Anti-Trafficking Coordination Unit</b>	<b>Working Groups operation /local level</b>	<b>Specialized Units</b>	<b>Service providers</b>
N.A.	BMFSFJ BMAS	Federal Working Group on Trafficking in Persons	Unit for Protecting Women from Violence (unit 403) of BMFSFJ	Working groups against Trafficking in Women at Länder level	Federal Criminal Police, Public Prosecutor's office, Ministry of Finance (FKS), Bundeskriminalamt (BKA) Specialised units at Länder level	KOK and its member organisations

of the BMFSFJ coordinates actions to prevent and combat trafficking in persons as well as victim assistance. The original mandate of the BMFSFJ concerned the coordination of actions related to trafficking of women for the purpose of sexual exploitation. The unit serves as a focal point for work related to all types of trafficking in persons, and has the mandate to collect data on all actions taken against trafficking in persons, regardless of the purpose. The BMAS is responsible for all questions dealing with trafficking in human beings for the purpose of labour exploitation.

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

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

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

## Service providers

Assistance to victims of trafficking is provided by State-based services, including health care providers and counselors, civil society actors and intergovernmental organisations.

The German NGOs specialising in counter-trafficking measures are members of the Federal Association against Trafficking in Women and Violence against Women in the Migration Process (KOK.) KOK is an umbrella organisation with about 40 members that provide services, such as counseling centers

and shelters, medical and psychological care, legal assistance and other services for victims of trafficking. KOK is funded by BMFSF; it participates in the Federal Working Group on Trafficking in Persons, and coordinates regular network meetings for its member organisations. State governments also provide supplemental funding for the support of trafficking victims. However, full medical and psychological assistance is only granted to persons who reside legally in Germany. Individuals with an illegal status receive benefits according to the German Law on Benefits for Asylum Seekers. These cover basic needs and for victims of trafficking additionally covers medical and if needed psychological assistance.

## Best practices

Germany has demonstrated significant efforts to prevent human trafficking, especially to improve identification of human trafficking victims for labour exploitation.

> The German Federal Criminal Police have developed new internal tools to improve labour victim identification, including a pocket-sized card containing indicators to guide identification and, in cooperation with the BMAS, other agencies and NGOs, a brochure on identifying labour trafficking victims and potential victims.

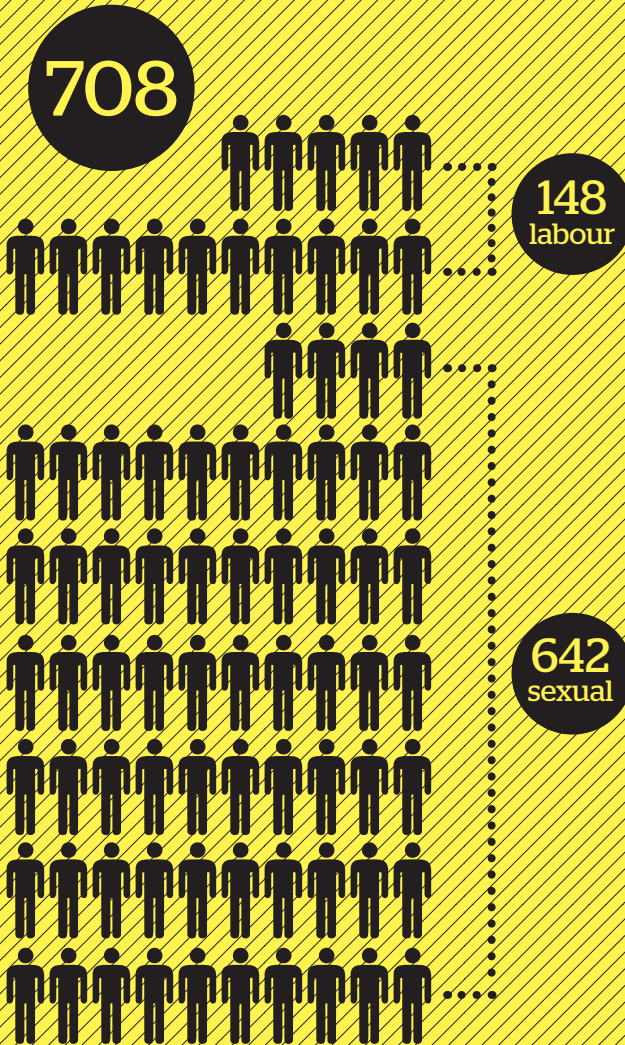
> From 2009 to 2012, the Federal Ministry of Labour and Social Affairs co-financed a pilot project "*Alliance against Human Trafficking for labour purposes*", which focuses on the Region of Berlin and Brandenburg. A new two-year project against human trafficking for labour exploitation, consisting of partners in the Länder Brandenburg, North Rhine-Westfalia and Rhineland-Palatine, commenced in October 2012 and will continue until 31st of December 2014. The project is funded by the European Social Fund and the BMAS.

> On 1 December 2011, the Bundestag passed the law on the establishment of a national helpline on violence against women, which is operative since March 6, 2013. This toll free telephone helpline aims at providing on a 24/7 basis first contact counseling in 15 languages regarding all aspects of violence against women, including trafficking in women. The helpline forwards individuals seeking help and further advice to the local support system.

# Statistics/Germany (2012)\*

## > Data on victims:

| Total number of victims



\*[http://www.bka.de/DE/Publikationen/PolizeilicheKriminalstatistik/pks\\_node.html?\\_nnn=true](http://www.bka.de/DE/Publikationen/PolizeilicheKriminalstatistik/pks_node.html?_nnn=true)



♀ 669

♂ 39

| Age at time when exploitation began

263

285

18-21

> 21

> Data on traffickers:

| Total number of traffickers

747

52  
labour

695  
sexual

## Nationality



## > Data on the trafficking process:

### | Forms of border crossing

*Majority of victims entered the country legally*

### | Means of control over victim

*Debt bondage, threats*

### | Country(ies) of exploitation

*Germany*

## > Data on criminal justice responses:

### | Number of investigations successfully completed



# Iceland

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## Overview of the current situation in the area of trafficking in human beings

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Iceland is a destination and transit country for victims of human trafficking. It is at an early stage of developing anti- trafficking policies but has come a long way since approval of the first anti-trafficking National Action Plan in March 2009, covering the period 2009 - 2012<sup>19</sup>. Its main objective was to coordinate actions to combat trafficking, with an emphasis on enhancing the education and training of relevant Icelandic authorities such as the police, judges and prosecutors, employees in the health care sector and social services. The goal was to define the landscape in THB in Iceland and implement necessary measures in accordance to Iceland 's international obligations in order to prevent and combat THB in Iceland.

During the initial period of the NAP many actions were taken in order to fulfil these goals. For example Iceland 's international obligations regarding the implementation of the the United Nations Convention against Transnational Organized Crime and the Protocol to Prevent, Suppress and Punish Trafficking

in Persons, Especially Women and Children (also known as the Palermo Protocol), the Council of Europe Convention on Action against Trafficking in Human Beings, and the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse was completed.

The mandate of the NAP expired on January 1 2013 and a new anti-trafficking National Action Plan for the period 2013-2016 was approved in April 2013. The main focus of the new NAP is to build a permanent and effective system to prevent and combat human trafficking. The NAP includes 24 actions to be taken during the period to meet those goals. The actions are based on the four Ps, i.e. Prevention, Protection, Prosecution and Partnership and a special emphasis is set out on improving the identification of possible victims of human trafficking. This includes support and protection to trafficking victims, compatible procedures and consultation of all parties, regular risk assessment and evaluation of results in the fight against human

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<sup>19</sup>// In May 2009, in combination with the CBSS TF:THB Diplomatic and Consular Training module in Iceland, the NAP was launched to stakeholders from all over Iceland in a two day conference at *Nordens Hus* in Reykjavik hosted by the then Justice Minister of Iceland and the then Minister of Foreign Affairs.



trafficking. Efforts in identifying victims show the need for improvement as the number of identified victims of sexual exploitation and especially labour exploitation has been very low. There were no identified victims or prosecutions in cases of THB in 2012.

Female victims of human trafficking in Iceland mainly come from Eastern Europe, especially from the Russian minorities of the Baltic countries, Russia, the African continent, and Brazil. In 2012, Iceland experienced an influx of West African, mostly Nigerian women. A majority of these women had small children and they could also be potential victims of trafficking, however, most of these women were not cooperative and denied the possibility of being victims. A new influx of men and women from China has also been noted.

Most of the victims are women exploited for sexual purposes however men are also reported to have fallen victims to human trafficking in the construction and restaurant industries and/or the service sector. As in many other countries in Europe, efforts and discussions have so far focused mainly on trafficking for sexual exploitation and trafficking for labour exploitation has been viewed as a new phenomenon with cases being difficult to identify. However, recently both the authorities

and the media have been highlighting THB for labour exploitation. During the last few years, there have been reported cases of possible victims in THB with people brought to Iceland from China, by relatives or other contacts, to work under very poor conditions for long periods of time in the service sector. As a result of this, the authorities in Iceland investigated possible measures to be taken in order to include labour exploitation in the definition of THB. THB for both sexual purposes and forced labour is now prohibited according to law.

The methods deployed on potential victims in order to enter the country vary; a great number of women come to Iceland through family agreements and au pair licenses or through sham marriages. Some victims may stay in Iceland for several months before being trafficked onward, while others may spend only a few days. Authorities also suspect the presence of organized crime linked to trafficking.

The first trafficking conviction in the court system took place in May 2010. Five Lithuanian men were convicted of having brought a 19-year-old woman into Iceland for sexual exploitation in prostitution.<sup>20</sup> The Reykjavik Metropolitan Police and the Directorate of Immigration are currently investigating a case of suspected human trafficking

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20// Brunovskis, A. (2012) Balancing protection and prosecution in anti-trafficking policies. A comparative analysis of reflection periods and related temporary residence permits for victims of trafficking in the Nordic countries, Belgium and Italy. Denmark: Fafo, pp. 33

at Chinese massage clinics in the capital amongst other cases. Since 2010 there has been no trafficking conviction in the court system although the Metropolitan Police have been focusing on improving investigations in cases regarding THB. A special unit of investigators dealing with organized crimes and human trafficking was established in accordance with the NAP 2009-2012.

The Government of Iceland continues to develop a public awareness campaign, which has not been launched yet. In the new NAP several actions are to be carried out in order to prevent THB by raising awareness within the governing parties and the public. For example a special unit shall be established with an emphasis on enhancing the education and training of relevant authorities such as the police, judges and prosecutors, employees in the healthcare sector and other appropriate authorities. An annual conference regarding the identification of possible victims is set to be held in Reykjavík in the period of the NAP and a special manual shall be published no later than May 2014 which will help the relevant authorities, such as the police and health care providers, to identify victims of THB.

## National legal and institutional framework

Iceland has followed the example of Sweden and Norway in criminalizing the purchase of sexual services. Strip clubs were also banned in 2010, as they were believed to function as fronts for prostitution and possibly trafficking for sexual exploitation.

Officials have pointed out different obstacles standing in the way of prosecuting suspected perpetrators, one obstacle being that prosecutors do not have the mandate to detain a suspect for the amount of time needed. Thus, the maximum penalty for THB in Iceland was raised from 8 to 12 years in June 2011 which now enables police and prosecutors to hold suspected perpetrators during pre-trial detention for longer.

Iceland offers periods of reflection for persons suspected to be victims of THB, for six months, and should the victim be willing to cooperate with authorities in a prosecution, the period of reflection can be extended up to one year more. This permit can also be extended if the victim is believed to face retribution in the country of origin.

Although the government offers free health care and legal aid to victims, there are no figures describing how many victims accepted or used this help. The new NAP includes an action regarding a special registration system to register

statistics regarding possible victims of THB including registration within the health system.

The status of victim of trafficking is not currently recognized in Iceland, pending the ratification of international legislative tools and the revision of national legislation. However legislative revisions are expected in the near future.

### National Coordination Mechanism



Human trafficking may sometimes lay under the responsibility of several ministries since victims of trafficking do not have a recognized status and are therefore offered the help and assistance which is available to Icelandic residents. However, the Ministry of Interior (MoI) led a pilot initiative; an inter - agency coordination body (IACB), called the Specialist and Coordination Team which was appointed in November 2009 for a period of three years. The mandate of the IACB expired on 1 January 2013 and it was not renewed. The current status is that the MoI is responsible for matters related to THB but these matters are coordinated in a close cooperation with other relevant ministries.

There is currently no IACB within the relevant authorities focusing on trafficking in persons besides the special unit of investigators dealing with organized crimes and human trafficking. As

<b>Service providers</b>	NGOs and Kristinartus, shelter for women in prostitution and trafficking, as well as public health care providers
<b>Specialized Units</b>	Unit of investigators
<b>Working Groups /operation /local level</b>	N.A
<b>Anti-Trafficking Coordination Unit</b>	N.A.
<b>Inter-Agency Coordination Body</b>	N.A.
<b>Ministry Coordinating THB Efforts</b>	Ministry of Interior
<b>National Coordinator/ National Rapporteur</b>	N.A.

has been said the main focus in the new NAP is to build a permanent and effective system to prevent and combat human trafficking but not to rely on a specialist and coordination team in every case. In the period of the NAP 2009-2012, due to the lack of legislation and policy which clearly defined and described the roles and cooperation procedures of authorities in combating trafficking, cooperation was mostly taken place on a case-to-case basis, leaving the responsibility over victims to different agencies and ministries. Even though the police have described this cooperation as close cooperation, it needed to be formalised further, along with the suggested measures in the NAP, and recognized by the authorities in order to increase identification rates and efficiency of assistance and support system to victims. The new NAP 2013-2016 aims to meet those goals.

In Iceland, there are shelters providing assistance to women who are victims of trafficking or who have been in prostitution and are making an effort to transition to a different life, such as the Kristinarhus Shelter, and these have received financial aid from the government. Male trafficking victims do not have specialized services available, but they do have access to social and health services, to the same extent as female victims. Citizens outside the European Union who stayed in Iceland for less than 6 months were referred to a coordi-

nation team for assistance. In identified cases of THB for labour exploitation the Icelandic National Commissioner of Police states that victims sometimes are redirected to trade union representatives when appropriate, but mainly these cases are the responsibilities of the local police.

## Best practices

- > The number of identified victims of THB remains low in Iceland and therefore, the Icelandic police have taken new measures to deal with this issue and are beginning to view identification of victims in THB as an important part of their portfolio of tasks. It has resulted in the initiation of several projects. Other than holding classes in the police academy where police students are educated in identification of victims, both officials from the Keflavik airport and the border police have been sent to conferences carried out by OSCE where THB has been the subject of the conference and airport staff members have been educated in passenger analysis.
- > In February 2013, the MoI of Iceland in cooperation with the CBSS, the TF-THB conducted a national workshop for key labour actors in Iceland. The concept of trafficking for labour exploitation, victim identification and the best practices of combating

trafficking for labour exploitation in other European countries were presented. The workshop took place as part of an EU-funded project "ADSTRINGO: Addressing trafficking for labour exploitation through improved partnerships, enhanced diagnostics and intensified organisational approaches".

> The National Police Commissioner has also published formal rules regarding the procedure for identifying, contacting, and caring for suspected victims of THB<sup>21</sup>. These include detailed information on pertinent legislation, both national and international, guidelines on how to identify victims of trafficking as well as the treatment of victims in cases of detection. In addition the Police Academy curriculum takes note of the working rules.

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<sup>21</sup>// This link is only available in Icelandic and acts as a Handbook and guide to authorities on identification on possible victims of trafficking <http://www.logreglan.is/upload/files/Mansal%20-%20verklag%201%F6greglu.pdf>

# Statistics/Iceland (2012)

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There were no identified victims or prosecutions in cases of THB in 2012. The new NAP includes a special action that is set to establish a special unified registration system to register statistic regarding possible victims of THB.

# Latvia

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## Overview of the current situation in the area of trafficking in human beings

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Latvia is primarily a source country for trafficked persons. As the financial crisis continues, the number of people, who seek to alleviate their financial situation by migrating out of Latvia to find employment abroad, is also increasing. Women from Latvia are especially vulnerable to sexual exploitation in Belgium, Germany, Greece, Ireland, the Russian Federation, and the United Kingdom, to varying degrees. Young people who reside in public care institutions, with only primary education or high drop out rate from high school, people living in areas where the prevailing outlook is of an adverse and declining economic situation, especially unemployed women, and women involved in prostitution on the street or in apartments are all potentially subject to a greatest risk of becoming victims of trafficking.

The great majority of the victims identified in 2008-2010 were women who had been subjected to sexual exploitation, but in recent years trafficking for labour exploitation and fake/sham marriages with third-country nationals, mostly from Bangladesh, India, and Pakistan is rapidly becoming a major problem for Latvia. Since 2004, more than one thousand

women from Latvia have wed into sham marriages in Cyprus, Ireland, and the United Kingdom. Many of these women are in situations based on fake/forced associations and are left vulnerable to domestic servitude and sexual exploitation. According to experts, a considerable number of people who have been lured into the trap of human trafficking have received employment offers via internet, particularly on social networking sites. In most cases potential victims of trafficking are unable to fully assess and/or understand the situation they are about to enter or have entered let alone the consequences of their decision.

In 2012, Latvia has formalized cooperation between law enforcement agencies and a non-governmental organization - service provider for victims of human trafficking. The NGO "Shelter »Safe house«" has signed a Memorandum of Understanding (MoU) with the State Police and the State Border Guard aimed at providing support and ensuring adequate protection to victims of trafficking, thus increasing efficiency in preventing human trafficking.

## National Legal and Institutional Framework, recent changes in the legislation

Latvia has taken a number of measures to develop its legal and institutional framework for combating trafficking in human beings. In addition to the criminalisation of human trafficking in the Criminal Law (CL), provisions pertaining to the assistance and protection of victims were introduced in a number of legal acts. In 2012, the most significant changes in the human trafficking legislation are the following:

- > Recognising sham marriages as a risk of human trafficking in order to reduce a further increase of sham marriages and ultimate reduction of these types of union and to discourage demand for brides and grooms from Latvia. These sham marriages have mostly been entered into in Ireland between citizens of Latvia and a third-country, with the sole aim of circumventing the rules on entry and residence of third-country nationals and obtaining for the third-country national a residence permit or authority to reside in the Member State. The Article 285.2. foresees a maximum punishment of imprisonment for a term not exceeding five years or short-term imprisonment, or community service, or a fine, with or without confiscation of a property.
- > Regulation No 889 on “Procedures by which victims of human trafficking receive social rehabilitation services and the criteria for recognising a person as a victim of human trafficking” was supplemented providing that, if a person is recognized as a victim of human trafficking or a witness within a criminal proceeding, the person at the end of receiving social rehabilitation services for victims of human trafficking is eligible to receive support within the criminal proceeding not exceeding 150 hours. Support includes psycho-social assistance, translation services and assistance in processing legal documents and, if necessary, representation in court.
- > In order to protect the human rights of a victim, avoid re-victimization, and give encouragement in order for them to get involved in a criminal proceeding as a witness against the perpetrators, the CL Article 58 was supplemented with paragraph 6 “A person may be released from criminal liability if the criminal offence is committed during the time period when the person is subjected to human trafficking and the person was compelled to commit the offence.” Victims of trafficking are protected from prosecution or punishment for



criminal activities such as the use of false documents and offences under legislation regarding prostitution or immigration, if they were compelled to commit these activities or this was a direct consequence of the fact that they have been subjected to human trafficking.

National Coordination Mechanism



<p><b>National Coordinator</b></p> <p>The Sectoral Policy Department of MoI</p>	<p><b>Ministry Coordinating Efforts</b></p> <p>Ministry of Interior</p>	<p><b>Inter-Agency Coordination Body</b></p> <p>Inter - Institutional Working Group.</p>	<p><b>Anti-Trafficking Coordination Unit</b></p> <p>The Sectoral Policy Department of MoI</p>	<p><b>Working Groups operation /local level</b></p> <p>Anti-trafficking working group in Liepaja town, Ad Hoc</p>	<p><b>Specialized Units</b></p> <p>State Police, Prosecutors Office</p>	<p><b>Service providers</b></p> <p>NGO «Shelter» »Safe house« Resource Center for Women «Marta»</p>
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## Main stakeholders and their mandate

**The Sectoral Policy Department of the Ministry of Interior** is responsible for coordinating the implementation of the National Action Plan (NAP) for 2009 - 2013. The NAP has been focused mainly on trafficking for sexual exploitation so far, but the issue of trafficking for labour exploitation is increasingly being included in both the planning and implementation of the NAP.

The National Coordinator also organises meetings of experts at all levels, represents the interests of anti-trafficking stakeholders in the Cabinet of Ministries and Parliament, and communicates with diplomatic representations of other states on anti-trafficking matters. Furthermore, the National Coordinator is responsible for collecting information from different state institutions and NGOs and facilitating its exchange.

**The Ministry of Interior** coordinates the Inter-Institutional working group, prevention efforts, policy implementation, and provides information. The National Coordinator has been also assigned the task of data gathering and analyses.

**The Inter-Institutional Working Group** was established by virtue of the Prime Minister's Decree No. 77 of 3 March 2010 to ensure the exchange of information and coordinated action of

all institutions and NGOs involved in action against THB, under the lead of the National Coordinator. The Inter-Institutional Working Group is responsible for monitoring and coordinating progress on the implementation of the NAP (2009 - 2013).

**The Unit for the Fight against Human Trafficking and Procuring** staffed by 19 full-time police officers in Riga and 4 full-time officers in the regions has been established within the State Police. Since 2001, **the Prosecutors office** has a specialized unit to fight organized crime with about ten prosecutors investigating human trafficking crimes.

A multidisciplinary **anti-trafficking working group** is functioning on an informal basis in the town of Liepaja since 2005. Its main activity is to organise and implement preventive measures at the local level, including through participation at schools giving education on human trafficking and disseminating information about this phenomenon in the media.

In order to address demand for the services of victims of THB, **the working group** composed of several state institutions and NGOs was set up on 30 March 2012. It issued a report including an analysis of the situation in other countries and proposals on how to reduce prostitution in Latvia. The working group decided not to support the criminalisation of buyers of sexual services. However, it proposed that the

Ministry of Justice, in co-operation with other competent authorities, to consider the necessity of amending the Criminal Law with a view to adding a new provision criminalising the use/purchase of sexual services provided by victims of trafficking. The Ministry of Justice has submitted the proposal for an amendment to the Cabinet of Ministers.

NGOs have played an important role in the anti - trafficking efforts in Latvia through implementation of projects aimed at raising awareness on human trafficking among the general public, research work, identification and provision of assistance to victims, and trainings to a variety of specialists. The NGO *“Shelter »Safe House«*” and the **Resource Centre for Women Marta** are presently the main non-governmental actors in the area of action against THB.<sup>22</sup>

- > Since 2008, the NGO *“Shelter »Safe House«*” provides state financed social rehabilitation and reintegration services to victims of human trafficking and ensures training for a variety of target groups. In addition, this NGO has carried out a number of awareness-raising activities to prevent all forms of trafficking in human beings.
- > The NGO Resource Centre for Women *Marta* assists women trafficked for sexual exploitation, promotes mutual

support, understanding, and solidarity between women, educates clients about their rights, provides them with information, offers legal services as well as psychological counselling, coaching and general orientation to any woman suffering from discrimination, violence or trafficking.

## Best practices

Latvia has demonstrated enhanced prevention efforts in 2012, especially focusing on new forms and tracking parallel trends, displaying creative and diverse measures to target and prevent these fast growing developments in human trafficking: trafficking for labour exploitation and sham marriages:

On a national level

- > The Inter - Institutional Working Group has been expanded by incorporating new labour actors, such as the Labour Inspectorate, State Employment Agency and the Free Trade Union Confederation.
- > The Ministry of the Interior and the State Police in cooperation with the State Labour Inspectorate and NGO *“Shelter »Safe House«*” elaborated *Guidelines for identification of human trafficking with the purpose of labour exploitation* which were published on January 6, 2012.

22// Report concerning the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Latvia, GRETA, Strasbourg, 2013, available at [http://www.coe.int/t/dghl/monitoring/trafficking/Docs/Reports/GRETA\\_2012\\_15\\_FGR\\_LVA\\_en.pdf](http://www.coe.int/t/dghl/monitoring/trafficking/Docs/Reports/GRETA_2012_15_FGR_LVA_en.pdf)

- > Training tools: a documentary “Rift” (Plaisa) providing an overview of various forms of human trafficking and three video clips focusing on sexual exploitation, forced labour, and sham marriages have been produced and incorporated in various trainings and public awareness campaigns.
- > Non-governmental organization “Shelter »Safe House«” in cooperation with the State Police and the General Prosecutor’s Office trained more than 1300 schoolchildren about the risks associated with human trafficking and different recruitment methods as well as 76 members of the Parliament including members from the local municipalities.

In the capital area and beyond:

- > Riga municipality provided funding for the implementation of training seminars for Officers of Riga municipal police, social workers of Riga’s social services and social pedagogues in schools. In total 125 specialists were educated.
- > “Shelter »Safe House«” with the financial support of the Philip Morris International, Euro AWK, and support of the Ministry of Interior, the Ministry of Foreign Affairs, and the Riga City Council carried out a nationwide awareness raising campaign entitled *Sold Freedom*. The campaign was designed to alert the public about the pace of change and growing amount of

cases of labour exploitation and sham marriages affecting Latvia. The outdoor advertisements were placed on the road sides and at bus stops across the country.

- > The transnational project “A Safety Compass: signposting ways to escape trafficking” was launched at the end of 2012. The project is run by the Resource Centre for Women “Marta” and will be implemented in cooperation with the Ministry of Interior, the State Inspectorate for Protection of Children’s Rights and partners from the United Kingdom and Estonia. Among other things, this project aims at creating an international referral mechanism and providing training on human trafficking to approximately 200 persons (police officers on duty and operators of the emergency line 112) in Latvia.

# Statistics/Latvia (2012)

In 2012, 30 people were formally identified as victims of human trafficking and received state financed rehabilitation and reintegration assistance. 110 persons declined formal identification as victims of trafficking and therefore are not included in the numbers as victims of trafficking.

They were nevertheless consulted and assisted by various specialists of the service provider - NGO "Shelter »Safe house«" and Resource Centre for Women "Marta".

## > Data on victims:

Total number of victims

30



7  
labour

7  
sexual

16  
forced/sham  
marriage

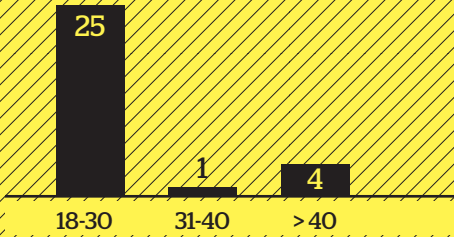
Gender



♀ 25

♂ 5

| Age at time when exploitation began



| Nationality

28 ————— Latvia

| Country of origin

30 ————— Latvia

| Number of victims identified



| Number of victims accepting assistance

> Data on traffickers:

| Total number of traffickers

55



sexual

nationality  
Latvia

age:  
>18

| Gender



♀ 27

♂ 28

## > Data on the trafficking process:

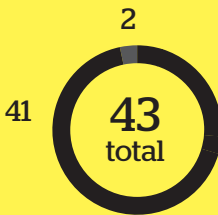
### | Forms of border crossing

Legal

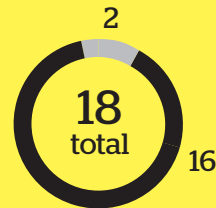
### | Country(ies) of exploitation



## > Data on criminal justice responses:



- Number of persons charged
- Number of persons convicted (the CL Article 154<sup>1</sup>)



- Number of investigations successfully completed
- Number of investigations started: 3 (CL Article 154<sup>1</sup> (Human Trafficking)) 13 (CL Article 165<sup>1</sup> (sending of a persons with his or her consent for sexual exploitation))

# Lithuania

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## Overview of the current situation in the area of trafficking in human beings

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Lithuania is mostly a source country for trafficking in human beings for sexual and labour exploitation. It is also a transit and destination country for women and girls subjected to sexual exploitation.

Lithuania has also experienced cases of internal trafficking. The groups particularly vulnerable to become victims of trafficking are young people who reside in orphanages and state-run foster homes, as well as people with mental or psychological disabilities. A small number of women from Belarus and Russia are transported through Lithuania and brought to Western Europe, where they are subsequently forced to provide sexual services.<sup>23</sup> The perpetrators and victims are mostly Lithuanian nationals. In 2012, a successful cooperation partnership was carried out between Lithuania and the responsible bodies in Germany, the Netherlands, Norway, Sweden and the United Kingdom. The Lithuanian authorities have also expressed a need to find ways to strengthen the cooperation with Spain.

On 14 November 2012, the Lithuanian Government with its Decision No. 1381,

adopted the Action Plan for the implementation of the National Crime Prevention and Control Programme for 2013-2015. One of the priority areas of the Action Plan concerns the fight against trafficking in human beings. The Action Plan continues the policy started with the Trafficking in Human Beings Prevention and Control Programme for 2009-2012.

## National legal and institutional framework

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In 2012, Lithuania has taken a number of measures to improve the legal framework for combating trafficking in human beings. The most significant changes in the human trafficking legislation are the following:

- > On 18 April 2012 the Government adopted the decision regarding the procedures granting the reflection period of 30 days, during which a victim of human trafficking has to make a decision whether to cooperate with law enforcement authorities or the court.

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<sup>23</sup>// Trafficking in Persons report 2013, U.S. Department of State



- > On 21 June 2012 the Parliament of the Republic of Lithuania adopted the law on the ratification of the Council of Europe Convention on Action against Trafficking in Human Beings of 2005. The law came into force on 4 July 2012.
- > On 30 June 2012 the law on the amendment to the Criminal Code of the Republic of Lithuania was adopted with the aim to broaden the definition of trafficking in human beings as a crime, to include more aggravating consequences, and prosecute the users of forced labour and services (Articles 147, 147-1, 147-2 and 157). The amendments came into force on 13 July 2012.

## National coordination mechanism



**The Ministry of the Interior** has a coordinating role in the work against trafficking in human beings. The National Coordinator was appointed in 2007<sup>24</sup>. One of the Vice Ministers of the Interior was empowered to perform the duties of the National Coordinator: to coordinate the implementation of actions against trafficking in human beings, to support relations and cooperation between governmental institutions, NGOs and international organizations, and to report to the Government as well as the Parliament on the situation of trafficking in human beings in Lithuania. The

<b>National Coordinator</b>	Vice Minister of the Interior
<b>Ministry Coordinating THB Efforts</b>	Ministry of Interior
<b>Inter-Agency Coordination Body</b>	Interdepartmental commission
<b>Anti-Trafficking Coordination Unit</b>	N.A.
<b>Working Groups operation /local level</b>	Local authorities' counter-trafficking groups Police investigators' network for THB Prosecutors' network for THB
<b>Specialized Units</b>	Police, Prosecution Service
<b>Service providers</b>	Caritas Lithuania, Missing Persons Families' Support Center, Klaipeda Social and Psychological Support Center, Association Men Crisis Center of Kaunas County

Ministry of the Interior coordinates the work of the interdepartmental commission, which is responsible for the National Crime Prevention and Control Programme including drafting the action plans for its implementation, observing their implementation, and reporting to the Government. The Action Plan for 2013-2015 also includes activities to fight trafficking in human beings.

There is no Anti-Trafficking Coordination Unit, but rather **focal points** at each responsible institution and organization performing coordination functions within their competence. **The Trafficking in Human Beings Investigation Unit** is based within the Lithuanian Criminal Police Bureau. It comprises of 16 dedicated officers at the national and regional level. The Prosecutors office has designated 32 prosecutors for anti-trafficking cases. In addition, each responsible public and private actor has at least one specialist involved in combating trafficking in human beings within the competence of her/his institution (organization).

Currently, various **assistance and support measures** are provided to victims of trafficking through several NGOs. In 2012, the Government financed five projects for rendering necessary assistance to both identified and potential victims of trafficking implemented by NGOs. 152 different services were ren-

dered for identified and potential victims (55 of them for male victims) based on their needs.

**Caritas Lithuania** is the main service provider to victims of human trafficking. The NGO supports and assists the majority of victims of human trafficking with the help of a specialized assistance project carried out by this organization. Victims of human trafficking are provided with safe shelter, psychosocial support, legal advice, job training and other assistance based on the individual needs of the victim.

## Best practices

- > The main municipalities of the Republic of Lithuania set up local mechanisms to observe the situation in the field of trafficking in human beings and to implement appropriate activities in their territory. Some municipalities assigned additional funding for NGOs to provide further necessary assistance for victims of trafficking.
- > In 2012, round table discussions with experts were initiated in different municipalities to raise awareness about the problem of trafficking in human beings and to look for possible solutions - discussions were also organized in the Parliament. To prevent trafficking of young people in particular,

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24// In 2012, the duties of the National Coordinator were executed by the Adviser of the State Security Policy Department of the Ministry of the Interior as the mandated National Coordinator left the Ministry of the Interior and the new one had not been appointed.

educational programs were implemented in orphanages and schools, as well as for risk group families in different municipalities, teachers, and social workers.

- > To prevent illegal employment of foreigners, mobile preventive inspection groups made over 3000 inspections in companies all around Lithuania.
- > The Trafficking in Human Beings Investigation Unit at the Lithuanian Criminal Police Bureau continued to manage an e-mail account: prekybazmonemis@policija.lt, used by the public to report possible cases of trafficking and receive answers to related questions. This tool has remained beneficial in the prevention of people from traveling abroad on risky job proposals.
- > In 2012, the Association Men Crisis Center (Kaunas, Lithuania) first presented its project on rendering assistance for men victims of trafficking and was granted state funds from the Ministry of Social Security and Labour. This project was the first one to be focussed on rendering assistance for men victims of trafficking in human beings in Lithuania and included different types of assistance based on personal needs of each victim.
- > In 2012, the Ministry of the Interior successfully concluded a national project which aimed to define the most effective model for the function of a National Rapporteur for trafficking in human

beings in Lithuania. Within the project lifetime, a variety of national and international practices were analyzed, and experts from public and private sector were interviewed. The research team presented legal and institutional recommendations to the responsible public and private actors at the Ministry of the Interior on 26 June 2012. Based upon the recommendations, the Ministry of the Interior should take the role of a national rapporteur for trafficking in human beings.

- > On 18 April 2012 the Minister of the Interior set up a working group to analyze the national and international situation within the field of trafficking in human beings and issue recommendations for further work in Lithuania. The recommendations on further organization and coordination of anti-THB work in Lithuania were presented on 15 October 2012 for further implementation.

# Statistics/Lithuania (2012)<sup>25</sup>

## > Data on victims:

### | Total number of victims



### | Gender



### | Number of victims accepting assistance



<sup>25</sup>// The data are provided by the police and prosecutors and concern the pre-trial investigations started in 2012.

## > Data on traffickers:

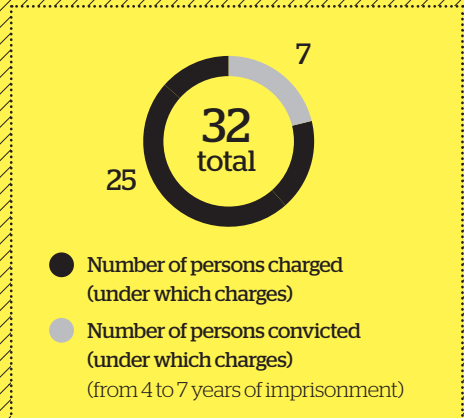
| Total number of traffickers



| Gender



## > Data on criminal justice responses:



# Norway

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## Overview of the current situation in the area of trafficking in human beings

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Norway is a destination and, to some extent, a transit and source country for victims of trafficking in human beings for sexual exploitation and forced labour. Although the majority of identified victims are women - victims of sexual exploitation, the government and NGOs suspect that victims of labour exploitation are more likely to remain unidentified. Services to and identification of male victims of trafficking are less developed than those for women. However, numbers of identified male victims are increasing; in 2007 only 10 male victims were identified - while in 2011 the number had reached 18.

A prohibition on the purchase of sexual services as a measure to combat human trafficking was introduced in 2008 and entered into force on 1 January 2009. Visible prostitution was initially reduced in Norway, however numbers have since risen.

The strategies and behavior of the perpetrators differ, although certain patterns can be outlined. Perpetrators from West African countries often coerce victims into prostitution through threats to family at home and threats of voodoo. Traffickers from Eastern Europe are often members of small family mafias. In cases

where perpetrators and victims are members of the same family, it has proven to be difficult for the court system to state whether it is a case of THB or not. Offenders seduce young women in their home countries and convince them to come to Norway, where they are forced into prostitution. Cases of human trafficking have also been identified in the domestic service and construction sectors.

There is a growing demand for foreign domestic workers in Norway, and the au-pair system is an area which is frequently being misused in order to meet this demand. An activity which was previously based on the idea of cultural exchange has now developed into a practice where foreign women from poor socio-economic backgrounds enter Norway and ultimately become domestic help, although they are not receiving wages in accordance with Norwegian labour standards. There are reported cases of au-pairs who arrived in Norway to work as domestic help but were additionally forced to take part in sexual activities with their hosts. Norwegian authorities are aware of these problems and a particular case involving both labour exploitation and sexual exploitation was identified by authorities

as a clear case of THB which resulted in a two-year sentence for a Norwegian couple. The number of au pairs in Norway has increased significantly in later years, and currently the largest groups of au pairs come from the Philippines.

In recent years there has been an increase in the number of people being subjected to forced begging and criminal activity. They are brought to Norway in order to earn money as flower-sellers, street musicians, drug sellers etc. These activities are often professionally organised, and in many cases the beggars are controlled and exploited by criminal groups.

Most of the victims identified in Norway originate in Nigeria, while others come from Europe (Bulgaria, Hungary, Lithuania and Romania), Africa (Algeria, Cameroon, the Democratic Republic of Congo, Eritrea, Ghana, Kenya and Somalia), Brazil, China, and the Philippines. These victims usually travel to Norway with Schengen visas issued by other European countries, and transit several countries, such as Italy, Spain, and Morocco.

## National coordination mechanism



## National legal and institutional framework

There have not been any changes in human trafficking legislation in 2012.

<b>National Coordinator</b>	Senior Adviser at the Ministry of Justice and Public Security
<b>Ministry Coordinating THB Efforts</b>	Ministry of Justice and Public Security
<b>Inter-Agency Coordination Body</b>	Inter - Ministerial Commission
<b>Anti-Trafficking Coordination Unit</b>	National Coordinating Unit for Victims and Trafficking (KOM) of the Police Directorate
<b>Working Groups operation /local level.</b>	Local Coordination Units (municipal level)
<b>Specialized Units</b>	"Exit" Police Unit
<b>Service providers</b>	ROSA project, Church City Mission Nadheim - Laurås House.

## Main stakeholders and their mandate

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

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

The KOM unit cooperates with the ministries and directorates, which are



responsible for implementing the National Action Plan against Human Trafficking, with the Police, the Prosecuting Authority, labour unions, lawyers, and IOM. Future cooperation efforts have been planned with certain foreign embassies in Norway.

Specialised units within the police dedicated to trafficking in persons are established in the cities of Trondheim, Bergen and in Østfold police district. They focus on trafficking for sexual exploitation, pandering and begging, and work proactively through data collection, intelligence-gathering and investigations in cooperation with national and international partners. The EXIT project employs two investigators, a civilian and a project manager, and prosecution personnel. The STOP project which ran in Oslo for many years is now integrated into the Organized Crime Section.

The Norwegian system adopts a flexible case management approach that allows victims of trafficking to access manifold services. Municipalities and NGOs have assumed responsibility for protecting victims and have arranged competence-building programmes for employees who come in contact with persons who may be victims<sup>26</sup>.

The **ROSA project**, which stands for re-establishment, organising safe places to stay, security and assistance,

was started in 2005. It is funded by the Ministry of Justice and administered by Krisesentersekretariatet (a secretariat for crisis centres). ROSA coordinates a country-wide service that offers safe housing to trafficking victims. The work of the crisis centres is the main element in Norway's assistance to the victims. ROSA has been a driving force in the efforts to raise awareness of the social and welfare needs of victims. The women are able to stay at the centre and are offered legal and other assistance and information. Since 2011 the crisis centres are the main recipients of assistance and expertise from KOM.

In 2009, the **Church City Mission Nadheim** in Oslo established Laura's Hus, a state funded communal living project with eight housing units. The women who live there are trafficking victims and are closely and individually followed up by the health and social services. In order to ensure maximum security Laura's Hus cooperates with ROSA and the Grünerløkka labour and welfare authority on intake and discharges. Nadheim also cooperates closely with the police, other public agencies and NGOs that offer the inhabitants of the centre health and social services, language and other courses, vocational rehabilitation and employment.

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26// United against human trafficking. The Government's Plan of Action against Human Trafficking (2011-2014), the Ministry of Justice and Public Security

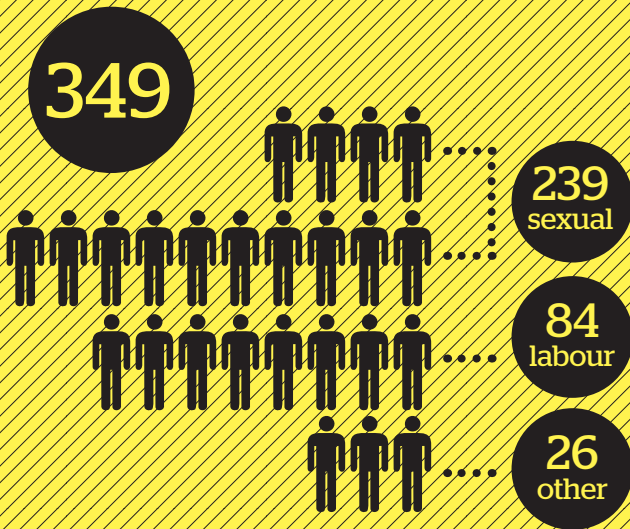
## Best practices

- > Norway has made broad-based international efforts by working to strengthen the framework of international law and supporting projects for preventing human trafficking and helping victims.
- > Nationally, KOM has a significant role in preventing trafficking but also raising awareness. Since 2009, KOM organizes national seminars which aim at enhancing identification of victims within the field of THB. The seminars take place every year and consist of representatives from labour sectors in which potential victims are frequently found. The participants are provided with information and recommendations on how to identify potential victims and specifically; how to follow up by referring victims to relevant actors in order to provide them with assistance. The seminars have been very successful and have also included participants such as the police, Health and Social services, Migration service, and NGOs from different parts of Norway. In 2011, over 200 participants attended the seminars.
- > The ROSA project has been another successful initiative in Norway. As a part of the project activities female victims living in shelters are offered various activities. The ADORA project offers training in nail design for the victims. They participate in a demanding course together with participants who are not victims. A special project leader provides individual follow-up and makes sure the training is adjusted to the level of each participant. The women must pass exams and receive training in a company. They receive equipment as part of the course, which can enable them to start a business in their home country. Most of the women manage this demanding course and gain positive experiences and increased self-esteem.
- > Various service providers such as the Red Cross, ROSA, the Church City Mission and PRO Center cooperate in order to assist victims of THB. They provide potential victims, mostly women, with their basic needs and information regarding their rights in Norway. Several of the persons receiving assistance are suspected to be alienated from the society and are in many cases not registered as victims by the authorities, thus cooperating NGOs have the opportunity to assist those who for various reasons are not in contact with authorities such as the Police. Several of these NGOs are financed by the Directorate of Health.

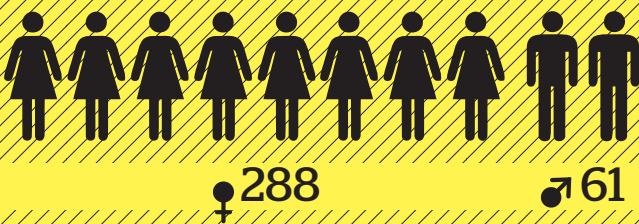
# Statistics/Norway (2012)

## > Data on victims:

| Total number of victims



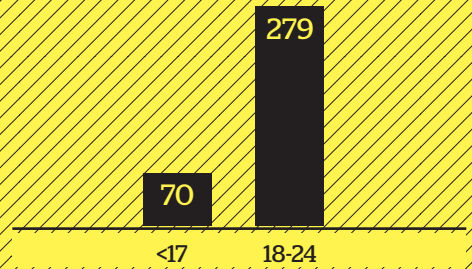
| Gender



### | Nationality



### | Age at time when exploitation began



## > Data on traffickers:

### | Total number of traffickers



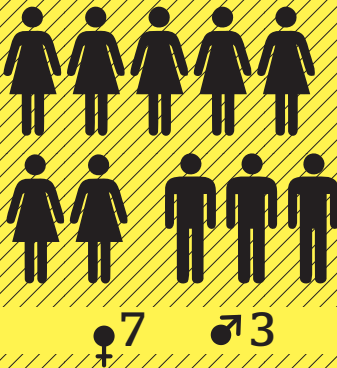
\* Convicted persons in 2012

### | Nationality



## > Data on criminal justice responses:

### | Gender



- Number of investigations successfully completed
- Number of persons convicted

# Poland

## Overview of the current situation in the area of trafficking in human beings

Poland is a source as well as a destination country for trafficking in human beings, including trafficking for labour exploitation. Labour exploitation has been identified by authorities and institutions as one form of trafficking which is on the rise. Although trafficking for sexual exploitation remains the main form of exploitation, trafficking in human beings for criminal activity as well as trafficking in children for both begging and sexual exploitation have been identified over the last few years. As Poland's borders are the external borders of the European Union, the country is also a very attractive work place for migrants, and migrants are particularly vulnerable to become victims of trafficking<sup>27</sup>. Poland is simultaneously experiencing a massive outflow of work force. Polish citizens are found to be victims of trafficking for labour exploitation in other EU Member States, mainly in Italy and the Netherlands. Considering this fact, Poland is faced with the challenge of effectively assisting both Polish and

foreign victims of trafficking for different purposes as the system of support for victims of human trafficking is designed mainly for women who are victims of sexual exploitation. Most victims of sexual exploitation come from the former USSR, mainly Belarus, Bulgaria, and Ukraine, conversely migrants subjected to trafficking for labour exploitation mainly originate from Asian countries such as Bangladesh, China, Philippines, Thailand, and Vietnam. The construction industry, agriculture, and domestic services are particularly susceptible sectors to trafficking in human beings<sup>28</sup>. In most cases, victims are recruited by an intermediary giving false information regarding the nature of employment, promising interesting work and good wages. Labour exploitation usually takes place in small enterprises, factories and workshops of other industries which operate in the unregulated economy<sup>29</sup>. Usage of documents of victims in order to establish fake bank accounts, sign fake credit agreements in Germany and

27// Lasocik, Z., Wieczorek, Ł., 2010. Trafficking for forced labour in Poland - Research Report. Warsaw: Human Trafficking Studies Centre, Warsaw University

28// Ibid.

29// Ibid.

misuse social assistance systems in the United Kingdom were identified as scam methods in two cases; in addition the harm caused was felt by a significantly wider number of Polish citizens.

## National legal and institutional framework

Since September 2010, the offence of trafficking in persons adopted in the Polish Criminal Code covers all forms of exploitation indicated in the UN Trafficking Protocol. The government adopted the first National Action Plan against THB covering the years 2003-2004.

The current NAP, which was adopted in May 2013, covers the period from 2013-2015, and focuses on preventive actions, research, awareness campaigns, analyzing amendments and provisions, improving regional and international cooperation, and training authorities as well as other relevant actors. It additionally highlights the status of victims and aims to improve identification and assistance to nationals and foreigners.

Laws and regulations addressing the rights and protection of victims have been introduced in Poland, including the *Act on Foreigners* and the *Act on Employment Promotion and Labour Market Institutions*. The first act regulates the recovery and reflection period of foreign victims, while the other act criminalises the employment

of foreigners who have previously been forced to carry out illegal work.

Currently a special focus has been put on the creation of regional task forces against trafficking in human beings which should be used as a platform for gaining information on the phenomenon as well as for planning preventive actions, including trainings. In 2010, the first regional task force was created and it covers the central region of Poland.

Until 2006, only foreigners formally identified by law enforcement agencies could be assisted within the Programme for Support and Protection for Victims/Witnesses of Trafficking in Human Beings (*Assistance Programme*). Since 2010, significant progress has been made with reference to the protection of all victims (formally identified or not) when the National Consulting and Intervention Centre for Victims of Human Trafficking (KCIK) was created as a public task financed from the governmental budget and the *Assistance Programme* became a part of the KCIK. The KCIK assistance is provided to foreigners and Polish citizens both identified and non-identified as victims of THB by law enforcement agencies. The decision whether to provide assistance to the person is undertaken by an experienced employee working for the KCIK. This solution enables the provision of assistance to victims of THB even in the situation where victims do not want to cooperate with law enforcement agencies. Therefore, currently the possibility of

support to THB victims is much broader in scope and thus is supportive to a much larger number of victims.

Moreover, since 2013 as a result of a public tender, two NGOs: *La Strada Foundation* and *PoMoC - The Mary Immaculate Association for Women and Children* were assigned the task of running the KCIK. Due to the fact that both NGOs run their own shelter, KCIK now has two shelters at its disposal.

Various changes in legislation referring to Border Guard responsibilities as well as the rights of victims are expected to be adopted in 2013.

### National coordination mechanism

**The Ministry of Interior** has a coordinating function and, to some extent, a monitoring function in Poland, but there is no independent National Rapporteur. The Ministry of Interior monitors the implementation of the NAP, drafts revised policy documents for the national action plans, ensures organization of conferences and meetings gathering actors involved in combating trafficking, supports projects on trafficking related issues and provides funds for a public task - KCIK in order to ensure victim's assistance and support. The Ministry is also responsible for raising awareness of public opinion. **The Inter-ministerial Committee** is tasked with coordinating



<b>National Coordinator</b>	N.A.
<b>Ministry Coordinating THB Efforts</b>	Ministry of Interior (MoI)
<b>Inter-Agency Coordination Body</b>	Inter-ministerial Committee for Combating and Preventing in Trafficking in Human Beings
<b>Anti-Trafficking Coordination Unit</b>	Unit against Trafficking in Human Beings at MoI
<b>Working Groups operation /local level</b>	Working Group of the Committee for Combating and Preventing Human Trafficking
<b>Specialized Units</b>	Border Guard, Police, Office of the General Prosecutor, MoI, Ministry of Labour and Social Policy
<b>Service providers</b>	La Strada Foundation, PoMOC Mary Immaculate Association or Women and Children - implementing public task-KCIK

and monitoring the progress of the implementation of the NAP. The Committee is made up of representatives from all competent ministries, governmental administration units and non-governmental organisations who are invited to take part in the cooperation, and act as an Advisory Board to the Prime Minister. The Committee also proposes and gives opinion about undertaken actions, cooperates with agencies of government administration and local government as well as with NGOs.

There is a **Working Group with specialised sub-groups** focusing on the issue of trafficking in human beings. The system of combating and preventing trafficking is based on specialized units that are established in the Police, Border Guards, Prosecutor's Office, and the Ministry of Interior (Migration Policy Department). It is important to highlight that the system of coordinators of THB has been functioning since 2006 in the Police, Border Guards and Prosecutors Offices throughout the country. At the regional level, the Ministry of Labour and Social Policy has staff specialised in providing victims with social support.

In Poland, support services to victims of human trafficking are provided by **NGOs** while implementing the National Consulting and Intervention

Centre for Victims of Trafficking, as well as the Programme for Support and Protection for Victims/Witnesses of Trafficking in Human Beings for foreign victims of trafficking. **La Strada Foundation**, which is one of the implementing partners of the MoI. It provides shelter, psychological support, medical assistance, social assistance, interpreter services, and legal aid to victims of trafficking. In addition, La Strada runs a hotline and trains law enforcement officers and other front line officers on trafficking in persons<sup>30</sup>.

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

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30// Rössborn, S., 2013. Actors against Trafficking for Labour Exploitation. Report on Cooperation between Stakeholders at the National Level in the countries of the Baltic Sea region to Address Trafficking for Labour Exploitation: Council of the Baltic Sea States, the Task Force against Trafficking in Human beings



## Best practices

> NGOs and Intergovernmental Organisations continuously cooperate with governmental agencies and authorities in Poland. For instance, various organisations provide governmental actors working against THB with experts to contribute to the training of judges, prosecutors and police. IOM has organised several training seminars and workshops for Border Guards and Embassy Staff. The trainings focused on victim identification and aimed to enhance knowledge among relevant actors in order to increase identification of possible victims. Training of officials and personnel has also been carried out by governmental agencies in cooperation with the Council of the Baltic Sea States Task Force against Trafficking in Human Beings (CBSS TF-THB), Office for Democratic Institutions and Human Rights (ODIHR) and Organization for Security and Co-operation in Europe (OSCE), La Strada International and PoMOC Association. Furthermore, training for Police Officers in Warsaw was conducted prior to the EURO 2012 Football Championship by the Nobody's Children Foundation. The goal was to provide officers with sufficient knowledge on THB and the trainings were followed by a public

awareness campaign, Do Not Lose - Nie Przegraj, which was launched during the championship.

> Poland has set up a victim assistance mechanism, The National Consulting and Intervention Centre for Polish and Foreign Victims of Trafficking, which is available also for victims who have not been identified by governmental agencies or do not want to contact the Police. The Ministry of Interior is responsible for funding the centre. Should the staff suspect a case of THB, the victims is entitled to assistance from the centre.

> To prevent trafficking for forced labour through enhanced national and regional partnerships and through improved understanding of the mechanisms that facilitate exploitation of labour, a project "ADSTRINGO Poland and Russia - Addressing trafficking in human beings for labour exploitation through improved partnerships, enhanced diagnostics and intensified organisational approaches" is implemented in Poland. The project is coordinated by the Council of the Baltic Sea States Task Force against Trafficking in Human Beings (CBSS TF-THB) in cooperation with the Ministry of Interior of Poland and the IOM<sup>31</sup>. As a result of the project two national and six regional meetings are being

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31/ Parallel activities are being implemented in all the CBSS Member States within the ADSTRINGO project. See pg. 10 of this report for more information.

organized and a focused research looking into the recruitment practices and roles of recruitment agencies and employers in the exploitation of labour is being conducted by the Human Trafficking Studies Center of the Warsaw University. The findings of the project will feed into the development of a set of concrete guidelines for employers, recruitment agencies and other actors for the prevention of trafficking for forced labour and labour exploitation.

# Statistics/Poland (2012)

## > Data on victims\*:

| Total number of victims

| Number of victims accepting assistance

230

198  
total



\* Supported by KCIK

## | Gender



♀ 144

♂ 86

## Nationality



## > Data on traffickers:

### Total number of traffickers

32



### Nationality



## > Data on criminal justice responses\*\*:

### Number of persons charged



- Number of investigations started
- Number of investigations successfully completed



\*\* Data provided by the Prosecutor's office

# The Russian Federation

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## Overview of the current situation in the area of trafficking in human beings

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Russia is a source, transit, and destination country for internal and external trafficking in human beings for forced labour and sexual exploitation. The Migration Research Center estimates that one million people in Russia are exposed to *exploitative* labour conditions that are characteristic of trafficking cases, including practices, such as, withholding of documents, nonpayment of services, physical abuse, and/or extremely poor living conditions<sup>32</sup>. Russian citizens and citizens of many other countries, including Member States of the Commonwealth of Independent States<sup>33</sup> (CIS) as well as citizens and nationals of countries from the Asian continent predominantly South-Central and Eastern Asia, are subjected to conditions of forced labour in Russia. Cases of labour trafficking have been identified in various industries including the construction and manufacturing sectors, agriculture in general, the repair shop business, and in the provision of domestic services on a professional and ad-hoc level. There have been reports that forced begging

also occurs in Russia. Russian citizens have been reported to be victims of sexual and labour exploitation in many countries, including those in Europe, Central and Northeast Asia and the Middle East. The authorities indicate that the four main international trafficking routes are the Central European route to Greece and Cyprus, the route to the Middle East (the Gulf countries of the Middle East, Egypt and Israel), to South Asia and China, in particular the Sino-Siberian and Sino-coastal routes, and the Mediterranean route. Individuals prosecuted for trafficking in human beings tend to range between young adults and people of up to 40 years of age, without previous convictions. About 60 per cent of the individuals convicted are men. The majority of the perpetrators are Russian citizens (approximately 78 %). Organizers of human trafficking usually operate inside Russia while transporters operate abroad.

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32// Trafficking in Persons Report 2013, U.S. Department of State

33// CIS: Armenia, Azerbaijan, Belarus, Kazakhstan, Kyrgyzstan, Moldova, Russia, Tajikistan, Uzbekistan with Turkmenistan (unofficial associate member) and Ukraine (de facto participating member).

## National legal and institutional framework

The current legislation on trafficking in persons in the Russian Federation covers all forms of exploitation indicated in the UN Trafficking Protocol (art.127.1 Criminal Code). In addition, the authorities prosecute trafficking in persons by use of other articles of the criminal code, such as coercion to organ or tissue removal for the purpose of transplantation (art.120 Criminal Code), slave labour (art.127.2 Criminal Code), the organization of prostitution (art.241 Criminal Code), illegal crossing of state borders (art.322 Criminal Code), and others.

In 2004, a Federal *Law State Protection of Victims, Witnesses and other Participants of Criminal Proceedings* was adopted. Under this law a *State Program for the Security of Victims, Witnesses and other Participants of Criminal Proceedings* is in effect. A draft of new Federal *Law Victims of Crimes* is under discussion. In 2012, a section that provides psychological help was created under the Serbskiy State Scientific Center of Social and Forensic Psychiatry.

A draft program on cooperation between the CIS Member States is currently under further elaboration and approval.

On 7 May 2013, the President of the Russian Federation signed Federal Laws regarding *Ratification of the Convention on the Rights of the Child and the*

*Optional protocol on the sale of children, child prostitution and child pornography and Ratification of the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse.*

# National legal and institutional framework

The Russian Federation does not have a National Rapporteur or a National Coordinator on trafficking in persons. Different roles relating to monitoring the effects of the implementation of national policies and legislation are delegated to Federal Executive and legislative bodies e.g., the Ministry of Interior and the General Prosecutor’s Office of the Russian Federation.

The Ministry of Interior to some extent has a coordinating role. There is a unit dealing specifically with trafficking in human beings and kidnapping at the Ministry of Interior. This unit has been mandated to conduct operational work in identifying, counteracting, preventing and detecting crimes related to trafficking in human beings. In addition, the unit provides practical and methodological support for regional sub-units on identifying trafficking cases and collecting data<sup>34</sup>.

The Ministry of Interior cooperates with the courts, the General Prosecutor’s Office, the Investigative Committee, the Federal Security Service, the Federal Migration Service, and state governments. This cooperation mainly consists of joint actions, the exchange of information and

34// Rössborn, S. 2013. Actors against Trafficking for Labour Exploitation. Report on Cooperation between Stakeholders at the National Level in the countries of the Baltic Sea region to Address Trafficking for Labour Exploitation: Council of the Baltic Sea States, the Task Force against Trafficking in Human beings

National Coordinator/ National Rapporteur	Ministry Coordinating TTB Efforts	Inter-Agency Coordination Body	Anti-Trafficking Coordination Unit	Working Groups operation /local level/	Specialized Units	Service providers	Ad hoc  Ad hoc Groups and Committees, Network of Service Providers  N.A.  N.A.  Ministry of Interior  N.A.
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intelligence, and authorisation from the General Prosecutor's Office in the case of preliminary investigations<sup>35</sup>.

The Ministry of Health and Social Development formed an **Interagency Coordinating Committee** in December 2010 to address human trafficking, and included anti-trafficking NGOs in the committee and its working groups. Coordinating and consultative bodies are established ad hoc by the government, and may consist of representatives of relevant executive agencies, research institutes and civil society organisations. Such coordinative or consultative bodies also establish Working Groups, if needed. Governmental Commissions and Councils are established by the President or the Government and are chaired by the Prime Minister, other members of the government or Heads of Federal Executive bodies. There are presently 41 coordinative and consultative structures under the government of the Russian Federation, of which the Governmental Commission on Children and the Protection of their Rights, as well as the Governmental Commission on the Prevention of Offences, work on human trafficking issues during their sessions.

There is no formal national system for the identification or rehabilitation assistance to trafficking victims, victims are identified and assisted through *ad hoc* efforts.

**ANNA - National Centre for Prevention of Violence** in Moscow is an NGO which works on gender-based violence and trafficking in persons. It runs a helpline which provides information and counseling to victims. ANNA provides social, legal support and safe shelter to the victims of human trafficking. The **Russian Red Cross** in St. Petersburg ensures various services: social, medical, psychological and so forth to support to victims of trafficking.

## Best practices

> To prevent trafficking for forced labour through enhanced national and regional partnerships and through improved understanding of the mechanisms that facilitate exploitation of labour, a project "ADSTRINGO Poland and Russia - Addressing trafficking in human beings for labour exploitation through improved partnerships, enhanced diagnostics and intensified organisational approaches" is being implemented in the Russian Federation (2012-2014). The project is coordinated by the Council of the Baltic Sea States Task Force against Trafficking in Human Beings (CBSS TF-THB) in cooperation with the Ministry of Foreign Affairs of the Russian Federation and the NGO "ANNA- National Centre for Prevention of Violence". As a result of the project two national and six regional

<sup>35</sup>// Ibid.



meetings are being organized and a focused research looking into the recruitment practices and the roles of recruitment agencies and employers in the exploitation of labour is being conducted by the Center for Social Demography and Economic Sociology, Institute of Social-Political Research, the Russian Academy of Sciences. The findings of the project will feed into the development of a set of concrete guidelines for employers, recruitment agencies and other actors for the prevention of trafficking for forced labour and labour exploitation.

- > In 2012, as part of the preventive measures, the Ministry of Interior of Russia has developed a set of leaflets *Danger - trafficking in human beings* and *How not to become a victim of human trafficking*. These leaflets are also available on the website of the Ministry of Interior
- > The city of St. Petersburg allocated a building and signed a Memorandum of Understanding with the Russian Red Cross to open and operate an eight-bed shelter for the care of trafficking victims in St. Petersburg. The shelter for victims of human trafficking was officially opened in St. Petersburg on April 30, 2013. It is the only shelter for victims of human trafficking in Russia. The Cooperation Agreement in terms of information sharing and documentation of persons was signed with the Department of Federal Migration Service of St. Petersburg and the Leningrad

Region. Victims of human trafficking are provided with food, accommodation, social, medical, psychological, and legal assistance at the shelter. By 15 July 2013, eight persons were identified as victims of trafficking and accommodated at the eight-bed shelter. The countries of origin are Cameroon, Nigeria, Russia, Tajikistan and Uzbekistan.

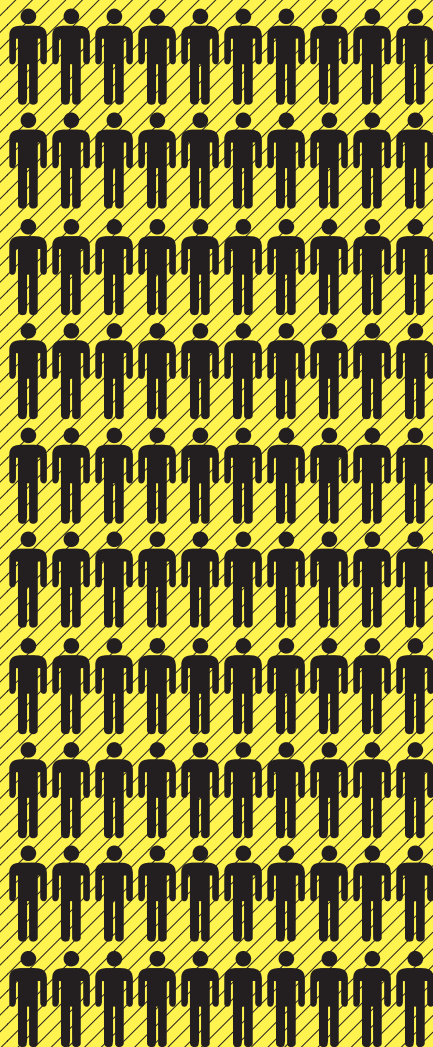
- > An international anti-trafficking conference was organized by the Investigative Committee of the Russian Federation in St. Petersburg, 16-17 April 2013 as a part of the Council of the Baltic Sea States Russian Presidency (2012-2013) and presiding Chair function of the Task Force against Trafficking in Human Beings (TF-THB). Over 120 participants from various countries and International Organisations attended the conference with two panels discussing international cooperation against THB and the current Russian measures against THB in the areas of strategy and legislation.
- > On 13 June 2013, the Red Cross in St. Petersburg in cooperation with the Nordic Council of Ministers and IOM organized an international conference *Combating Trafficking in Human Beings: Challenges and Cooperation in Russia, and the Baltic and Nordic countries*. Around 60 governmental and NGO representatives from Russia, the three Baltic countries, Belarus and the Nordic countries participated in the event with the view to share experiences, best practices and establish stronger cooperation links.

# Statistics/The Russian Federation (2012)

In 2012, under various articles of the Criminal Code (127.1, 127.2, 240, 241) the Law enforcement authorities registered 1 229 trafficking related offenses and 915 persons were charged.

| Trafficking related offenses

1229



# Sweden

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## Overview of the current situation in the area of trafficking in human beings

Sweden is a destination, transit, and, to a lesser extent, source country for trafficking in human beings for sexual and labour exploitation. Until recently human trafficking for sexual exploitation has been the main form of trafficking. However, since 2010 the number of reported cases of THB for forced labour and labour exploitation has bypassed the number of cases of THB for sexual exploitation.

The official Swedish position on sexual exploitation is that prostitution and trafficking for sexual exploitation cannot be entirely separated from each other since both are a form of exploitation upheld by a demand for sexual service, an exploitation that often also is based on gender inequality. It is this view that permeates the Swedish perception of THB. The lens of inequality can also be applied not only to sexual exploitation in terms of gender but also to labour exploitation and other forms of exploitation in terms of power relations. Tackling trafficking for labour exploitation in Sweden is rather new in the context of the historical actions taken towards com-

bating trafficking for sexual exploitation and sexual exploitation in general.

In 2011 and 2012, the number of reported cases of human trafficking for other purposes was higher than the number of reported cases of trafficking for sexual exploitation. The National Rapporteur on Human Trafficking at the National Police Board (NPB) states that human trafficking is not just a city phenomenon but has spread also in smaller towns throughout Sweden.<sup>36</sup> The absolute majority of victims are girls and women, no boys or men were identified in 2010 - 2012 as victims of human trafficking for sexual purposes. Foreign women, recruited for prostitution purposes in Sweden, came primarily from Central and Eastern Europe (Estonia, Hungary, Lithuania, Romania, and Russia), Nigeria and Thailand. Since 2011, an increasing number of victims from Lithuania were subjected to THB for sexual exploitation and in 2012, the majority of identified victims and convicted perpetrators originated from Lithuania and Romania.

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36// *Situation Report 12*: Trafficking in human beings for sexual and other purposes, 2012, Stockholm: Swedish National Police Board. Available at [http://www.polisen.se/Global/www%20och%20Intrapolis/Informationsmaterial/01%20Polisen%20nationellt/Engelskt%20informationsmaterial/Trafficking\\_1998\\_/Trafficking\\_report\\_12\\_20120502.pdf](http://www.polisen.se/Global/www%20och%20Intrapolis/Informationsmaterial/01%20Polisen%20nationellt/Engelskt%20informationsmaterial/Trafficking_1998_/Trafficking_report_12_20120502.pdf)

Minority groups in their home countries, people with mental or physical disabilities, women and men from less favourable socio-economic backgrounds are particularly vulnerable to trafficking. Street prostitution has decreased in Sweden by approximately 50% since 1999 and potential buyers are more careful and circumspect regarding their activities today, according to authorities. The internet has become a more common platform for the purchase of sexual services, although this does not mean that all visible prostitution has moved to the Internet but should rather be understood as a decrease in prostitution activities in society in general<sup>37</sup>. The internet is also a medium that can be monitored by the authorities in terms of advertisement placement, validity and regularity just as street prostitution, contrary to the argument that this measure has pushed prostitution underground.<sup>38</sup> The criminal groups behind human trafficking are mostly men with a few women involved and come from different countries and diverse ethnic backgrounds. Those groups have links to organized crime or are included in family-like constellations<sup>39</sup>. Many perpetrators have strong connections to the country of origin of the victim, and some of them

have lived in Sweden for a long period of time and speak Swedish, while others reside either temporarily or illegally.

Trafficking for labour exploitation mainly occurs in the restaurant and construction sectors, as well as in seasonal labour with berry pickers recruited in Bulgaria and Thailand. In some reported cases employers have not informed employees that agreements regarding wages and working hours have changed, until these people arrive to Sweden for work, subsequently leaving them with no other choice but to accept poor and unfair working conditions. In such cases police have indicated the difficulties in reporting whether a person is a possible victim of THB or if the case should be regarded as a "Breach of Contract" by the employer. It has also been noted that people, primarily from Bulgaria and Romania, are forcibly brought to Sweden to beg or commit criminal activities. There have also been reported cases in which the perpetrators exploited victims for several different purposes<sup>40</sup>.

Sweden currently has no NAP concerning trafficking in human beings. The first NAP on Combating Prostitution and Trafficking in Human Beings for Sexual Purposes was adopted in 2008 for the

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37 // *Förbud mot köp av sexuell tjänst. En utvärdering 1999-2008*, 2010, Stockholm: Government Offices of Sweden. Available at <http://www.regeringen.se/content/1/c6/14/91/42/edic9lad.pdf>

38 // *Förbud mot köp av sexuell tjänst. En utvärdering 1999-2008*, 2010, Stockholm: Government Offices of Sweden. Available at <http://www.regeringen.se/content/1/c6/14/91/42/edic9lad.pdf>

39 // *Situation Report 12. Trafficking in human beings for sexual and other purposes*, 2012, Stockholm: Swedish National Police Board. Available at [http://www.polisen.se/Global/www%20och%20Intrapolis/Informationsmaterial/01%20Polisen%20nationellt/Engelskt%20informationsmaterial/Trafficking\\_1998\\_/Trafficking\\_report\\_12\\_20120502.pdf](http://www.polisen.se/Global/www%20och%20Intrapolis/Informationsmaterial/01%20Polisen%20nationellt/Engelskt%20informationsmaterial/Trafficking_1998_/Trafficking_report_12_20120502.pdf)

40 // *Ibid.*

period 2008 - 2010. A few of the measures included in the NAP were extended past 2010, including the coordinating function of the Stockholm County Administrative Board. Currently an evaluation of the NAP has been undertaken by the Swedish National Council for Crime prevention. In addition, an inter-ministerial working group appointed in 2006, published a draft NAP concerning trafficking for other purposes than sexual exploitation in 2008 (Ds. 2008:7). However, the Government has not taken a final decision on how to proceed with this draft.

## National legal and institutional framework

Although legislation covering different forms of human trafficking were adopted in 2004, policy measures addressing other aspects of the human trafficking phenomenon, e.g., trafficking for labour exploitation, forced begging, illegal purposes etc. have not been developed yet. However, in 2011 the maximum punishment for purchasing sexual services was raised from six months to one year of imprisonment as a result of new recommendations made in an assessment from 2010 on the law which prohibits the purchase of sexual services.

In 1999, after lengthy debate legalisation was introduced that made Sweden

the first country in the world to prohibit the purchase of sexual services, and thus the buyer of the sexual service without criminalising the act of selling or the sexual service provider. The position of the previous and current government regarding this law is based on the belief that prostitution is a form of exploitation that does not occur in an isolated setting from other forms of criminal activities but rather paves the way for other forms of exploitation and organised crime. The law is also based on the belief that the demand for prostitution is based on gender inequality where the buyer is commonly a man and the victim a woman - it is essentially a gender equality mechanism. However, the law is applicable independent on gender of the buyer or the person providing sexual services. Apart from a revision of the public perception of prostitution, one of the goals was to decrease the number of individuals exploited in street prostitution and to disrupt the activities of pimps by making Sweden a less favourable business environment for the establishment of organised prostitution. Trafficking as a phenomenon was not yet on the political agenda when this law was introduced but an identified effect is the reduction of trafficking or the prevention of trafficking for sexual exploitation as a growth industry in Sweden as a destination or transit country.<sup>41</sup>

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41// Förbud mot köp av sexuell tjänst. En utvärdering 1999-2008. 2010, Stockholm: Government Offices of Sweden. Available at <http://www.regeringen.se/content/1/c6/14/91/42/ed1c91ad.pdf>

<b>National Coordinator/ National Rapporteur</b>	County Administrative Board of Stockholm (CABS), The National Police Board
<b>Ministry Coordinating THB Efforts</b>	All relevant Ministries
<b>Inter-Agency Coordination Body</b>	N.A.
<b>Anti-Trafficking Coordination Unit</b>	NMT- National Task Force against prostitution and THB for sexual exploitation
<b>Working Groups operation /local level.</b>	National Secretariat against prostitution and trafficking at CABS
<b>Specialized Units</b>	Specialised police units and prosecutors, LAMP team, Regional Operative Teams, Local Teams (civil society)
<b>Service providers</b>	Social welfare services in each municipality, sometimes in cooperation with local NGOs



National coordination mechanism

Coordination of anti-trafficking actions at a national level

There is no single ministry responsible for coordination of anti-trafficking activities within the Government Office in Sweden. The National Action Plan was developed by the former Ministry of Integration and Gender Equality, which is now the Ministry of Education. Other competent ministries, in addition to the Ministry of Education, include the Ministry of Justice, the Ministry of Social Affairs, the Ministry of Labour and the Ministry for Foreign Affairs.

In January 2009, the **County Administrative Board of Stockholm (CABS)** was appointed a National Coordinator (NC) against prostitution and trafficking, initially for the duration of the NAP. Currently the mandate of CABS has been prolonged till December 2014. The mandate of the coordinator was previously limited to working against prostitution and trafficking in human beings for sexual exploitation, thereby excluding trafficking for other purposes. However, in 2013 the mandate was broadened in order to include all forms of THB.

The NC administers the **National Task Force against prostitution and THB**

**for sexual exploitation (NMT)**, which is composed of governmental actors with extensive experience in anti-trafficking work. Agencies such as the police, social services, the Migration Board and the Prosecution Authority are part of the group. The Task Force is a resource for governmental agencies, municipalities and other organisations to help develop and support their work operatively, as well as enhance agencies' knowledge of prostitution and trafficking issues. Activities include training sessions and seminars for professionals as well as development of nationwide information material and data.

The NC is mandated to develop and streamline existing regional cooperation networks and expand them into a national network. It is further responsible for strengthening cooperation between the regions through the 21 County Administrative Boards of Sweden, and to disseminate information and raise awareness among actors involved in this field. The NC has gathered smaller **working groups** in each County, consisting of one representative from each of the following five authorities: the Police, the Prosecutor's Office, the municipality (social services), the County Administrative Board, and the Migration Board. In addition, there is a working group - *Länsstyrelsernas arbetsgrupp mot människohandel och prostitution (LAMP)*, which coordinates the County Administrative Boards and their work against THB.

The Stockholm County Administrative Board also leads an information network which consists of governmental agencies, most of which were included in the National Action Plan. This network was previously led by the National Board of Health and Welfare.

The **Swedish National Police Board** was assigned the role of a **National Rapporteur** on trafficking in human beings in December 1997. The Swedish NR has a similar mandate to equivalent mechanisms in other countries even though it is not an independent institution. The responsibilities of the National Rapporteur include: collecting information on trafficking in persons in Sweden as well as abroad, evaluating and disseminating information on new forms of trafficking in persons and modus operandi, monitoring the progress made in Sweden, including legislation and policy development, analysing investigations, prosecutions and sentences of perpetrators, organising seminars and training, developing national and international networks, for example with other rapporteurs within the EU.

The National Rapporteur submits an Annual Report to the government on the results of counter-trafficking efforts, legal procedures on the matter, as well as the current developments in Sweden. Recommendations are furthermore included on how to improve policy, legislation, and activities.

The National Police Board and the National Criminal Police have specialised



staff focusing on counter trafficking work. **Specialised police units** dealing with human trafficking cases for sexual exploitation and related crimes are operative in the cities of Stockholm, Gothenburg and Malmö. In Stockholm, the Commission against Trafficking in Human Beings within the Stockholm Police has about 25 staff and works as a support unit for other police authorities in Sweden. The Commission deals with trafficking for sexual exploitation and related crimes and is now a permanent unit, while the Border Police often are faced with cases of trafficking for labour exploitation and trafficking of children for other purposes than sexual exploitation. Cases are handled with the assistance of the National Criminal Police if necessary.

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

## Best practices

> In areas surrounding the larger cities in Sweden, social welfare officers are located within police force units specialised in dealing with THB. This incorporation has turned out to be efficient to ensure assistance in cases of THB. And in some cases, as in the city of Malmö,

additional funding has been allocated for the police to be used specifically for cases in the field of trafficking.

> In 2012, the Police in the county of Östergötland was responsible for coordinating measures against THB in labour exploitation, in this particular case, connected to the business of laying concrete. A new cooperation was initiated and comprised the police, the Swedish Tax Agency, Swedish Customs, the State's Attorney, and the Migration Board. A handbook to enhance the work of the police by facing THB through coordinated strategies was developed.

> In 2008 new legislation on labour migration was introduced in Sweden, making the Swedish labour market far more accessible to labour migrants originating from countries outside the EU. One observed negative effect of these new rules has been an increase of identified cases of forced labour and labour exploitation in several job sectors such as the Hotel and Restaurant sector and the berry-picking business. These matters have also been highlighted in the media and new guidelines issued by the Migration Board now demand that employers are required to present detailed documentation and statements regarding wages and working hours in order to hire workforce from outside the EU. The documentation is not required by law but was found necessary by the



Migration Board in order to decrease abuse of the system and exploitation of people. These implementations have led to a decreased number of request approvals regarding the employment of third country nationals in the berry-picking business from 4 500 in 2010 to 2 673 in 2011 and have functioned as a repellent against unserious employers. Strategies and measures on how to deal with cases involving EU-citizens, mainly from Bulgaria, working in the berry-picking business need to be enhanced. As a result of the EC funded project ADSTRINGO, focusing on forced labour and labour exploitation, further attention is presently being given particularly to EU-citizens working in this sector. The Task Force against Trafficking and the National Coordinator at the County Administrative Board of Stockholm have initiated a mapping which seeks to outline the current challenges and best practices used by authorities at regional and municipal levels when faced with cases of exploitation in the berry-picking business.

# Statistics/Sweden (2012)

## > Data on victims:

Total number of victims



Gender



men and women

Age at time when exploitation began

*The majority 25 and younger*

Number of victims identified

Country of origin

*Lithuania, Nigeria, Romania,  
Russia, Serbia, Thailand*



## > Data on traffickers:

| Total number of traffickers

35\*



sexual

labour

nationality  
Serbia

nationality  
Lithuania

nationality  
Romania



The majority are men

## > Data on criminal justice responses:

| Age

20-50

35  
total

- Number of persons convicted (under which charges) Convicted for THB and/or pandering linked to THB.

\*This number includes perpetrators convicted for THB and/or pandering related to THB.

# Final Remarks

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The report *Human Trafficking 2013 – Baltic Sea Round-up* was conducted by the Council of the Baltic Sea States (CBSS) Secretariat and the Task Force against Trafficking in Human Beings. Since its establishment in 2006, the CBSS TF-THB has proven to be a good example of efficient regional cooperation and it is an important arena for transfer of knowledge and best practices in order to increase prevention and enhance the protection of victims of human trafficking in the region. The TF-THB is at the forefront on how to enhance practices and policy against human trafficking via joint regional activities.

The aim of the report *Human Trafficking 2013 – Baltic Sea Round-up* is to track developments and achieve an overview of the human trafficking issue in each CBSS Member State and the Baltic Sea Region as a whole. This report includes data from all 11 CBSS Member States: Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland, the Russian Federation, and Sweden. The report will serve as a starting point and as a basis for dialogue on the status of human trafficking in the region. The report presents an overview of the newest human trafficking trends,

the legal and institutional framework to combat human trafficking and assist victims in each Member State. Furthermore, recent changes in legislation, policies and institutions as well as best practices and statistical data are highlighted in the report.

Human trafficking in its different forms continues to be a growing problem in Europe as well as in the Baltic Sea Region. The most recent report on the human trafficking situation in Europe published in April 2013 by the European Commission<sup>42</sup>, highlights that 23.632 people were identified as victims or presumed victims of trafficking in the EU during the period 2008 to 2010. The number of people being trafficked to and within the EU increased by 18% from 2008 to 2010, but less traffickers end up behind bars, since convictions decreased by 13% during the same period. The situation has become further complicated due to the new forms of THB becoming more visible to authorities alongside the correspondent rising numbers of victims. Previously faced with mainly cases of sexual exploitation, the CBSS countries are currently experiencing new trends in human trafficking, such as labour exploitation, forced begging,

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<sup>42</sup> // GBKñqñlnWRXcLQh360130564?path=EU+Policy%2FReport\_DGHome\_Eurostat

sham marriages and individuals forced to conduct criminal activities.

Some countries in the Region have a long history of preventing THB while others have only recently begun development of anti - trafficking policies. The visa-free movement in the Schengen Area, the financial crisis and high unemployment have resulted in growing numbers of people travelling abroad in order to obtain an income. These individuals find themselves under an overhanging risk of being subjected to exploitation in different forms in countries where they do not know the language, are unfamiliar with the laws and scarcely informed about their rights. The vast majority of the identified and presumed victims come from Central and Eastern Europe, mainly from Bulgaria and Romania, but also from *Estonia, Latvia, Lithuania, Poland* and other countries. Nigeria is the main non - EU country of origin of identified and presumed victims. Minority groups in their home countries, such as the Roma minority, people with mental or physical disabilities, women and men from non-privileged socio - economic backgrounds are particularly vulnerable to trafficking. Victims of sexual exploitation are predominantly female whereas the majority of victims of labour exploitation are male, and there is a gradual increase in the number of male victims in the Baltic Sea Region.

The recruitment methods deployed when seeking potential victims by

traffickers in order to bring them to the specified country of destination vary. A great number of non-EU victims from Nigeria, Thailand, Vietnam and the Philippines, enter the European Union through recruitment agencies. The Internet is becoming a more common platform for recruitment of victims from the EU. Many victims come via family agreements and au pair licenses. Victims from West African countries are often trapped into trafficking through threats to family at home and voodoo rituals. Victims often take loans prior to their arrival in the destination country in order to afford the travel costs, leaving them with great debts and limited independence. Ultimately, they have no other choice but accepting various forms of exploitation.

*Denmark, Finland, Iceland, Norway, and Sweden* are mainly destination countries within the Baltic Sea Region, *Estonia, Latvia, Lithuania* are primarily countries of origin, while *Germany, Poland* and *Russia* are countries of origin as well as transit and destination countries for trafficking in human beings. Until recently trafficking for sexual exploitation has been the main form of THB in the Baltic Sea Region, however other forms of human trafficking such as labour exploitation, forced begging and participation in criminal activities have already bypassed trafficking for sexual exploitation in several countries in the Region. In 2012, the number of reported cases of human trafficking for other

purposes was higher than the number of trafficking for sexual exploitation in *Estonia, Finland, and Latvia*. However, many victims of trafficking for labour exploitation remain unnoticed and unidentified.

## National legal and institutional framework

Trafficking in human beings is high on the agenda of all the 11 CBSS Member States.

The current legislation on trafficking in human beings covers all forms of exploitation indicated in the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Organized Crime (the so-called 'Palermo Protocol') adopted by the UN General Assembly in November 2000. Much progress has been made in the fight against trafficking in the Region. To respond to the changing nature and trends of human trafficking CBSS Member States continue to undertake a number of measures to develop the legal and institutional framework.

EU Member States are in the process of amending national legislation in order to transpose into national law the EU-Directive 2011/36/EU, of the European Parliament and of the Council of 5 April 2011 *On Preventing and Combating Trafficking in Human Beings and Protecting its Victims*.

Most countries in the CBSS region have introduced national anti - trafficking programs and NAPs or other policy tools that include anti - trafficking policy provisions. To plan country's actions, systemize and coordinate strategies against trafficking in human beings NAPs have been implemented or are currently in use in *Denmark, Estonia, Finland, Iceland, Latvia, Lithuania, Norway, Poland, and Sweden*.

Germany's anti-trafficking policies are not outlined in a NAP for combating human trafficking specifically. A variety of measures against trafficking in women are included in the broader framework of actions against gender based violence - the second Action Plan of the Federal Government to Combat Violence against Women.

*The Russian Federation* has not approved a NAP as yet. A draft program on cooperation of Member States of the Commonwealth of Independent States is currently being elaborated.

In some countries, such as *Denmark and Latvia*, Memorandums of Understanding have been signed in order to formalize and strengthen cooperation between NGOs and governmental agencies alongside countries like *Germany and Lithuania* that have used MoUs for a period of time.

## National Coordination Mechanisms

Anti - trafficking National Coordination Mechanisms are a core element of any effective anti - trafficking response. In order to coordinate the efforts and actions against THB, most of the countries have established some form of national coordination mechanism. Sweden has appointed a National Coordinator and National Rapporteur. Finland is the only country in the Region which has an independent National Rapporteur.

National anti - trafficking coordinators have been appointed in *Denmark, Estonia, Germany, Latvia, Lithuania, and Norway*. The tasks of the NC vary although the NC mainly is responsible for taking a leading role in the work against trafficking whilst coordinating the implementation of a NAP. The National Coordinator function also acts as a resource for governmental agencies and civil society actors to help develop and support their anti - trafficking work.

In countries where a NC is not appointed, the coordination task of anti-trafficking measures are usually addressed by designating one particular ministry as a focal point. In *Iceland, Poland, and the Russian Federation*, the Ministry of Interior is coordinating THB efforts in a close cooperation with other relevant governmental agencies.

Furthermore, eight out of eleven countries in the CBSS region: *Denmark, Estonia, Germany, Latvia, Lithuania, Poland, Norway, and Sweden* have inter-agency coordination body with the responsibility to coordinate the implementation of the NAP, co-ordinate anti-trafficking measures, develop policies, exchange and collect information and data from the relevant stakeholders. These groups usually involve all major governmental and non-governmental actors dealing with trafficking in human beings.

In *Lithuania and Sweden*, the inter - agency coordination group is composed only of governmental actors. In Norway, the IACB is an inter-ministerial working group, but non - governmental organisations are included in the decision making process through the anti - trafficking national coordination unit (KOM).

Currently there is no inter - agency coordination body in Finland, Iceland or the Russian Federation. In Iceland, the IACB, called the Specialist and Coordination Team was appointed in November 2009 for a period of three years but the mandate of the IACB expired on 1 January 2013 and it was not renewed.

## Best practices

All the countries in the Baltic Sea Region have made significant efforts to prevent trafficking in human beings and improve assistance to victims, especially focusing on new forms and trends of human trafficking:

- > In *Sweden*, the mandate of the National Coordinator has been extended which now allows the NC to also focus on THB for labour exploitation, while *Finland* has identified more victims of THB for labour exploitation than any other country in the Region, during 2012, mostly due to the fact that the National Assistance System for Victims of Trafficking is coordinated by a state reception centre for asylum seekers.
- > Guidelines used for the improvement of victim identification have been developed in *Germany* by the Federal Criminal Police in the format of a pocket size card that contains indicators to assist the Police with victim identification.
- > Countries in the Region such as *Denmark*, *Estonia*, *Latvia*, *Lithuania* and *Norway* have initiated National Working Groups which now include key labour actors. The aim is to establish cooperation and partnerships with representatives from organisations and labour areas which are particularly vulnerable to THB for labour exploitation. The goal is to exchange

knowledge and experiences as well as to agree on procedures for cooperation.

- > In *Poland*, training for judges, prosecutors, police, border guards and consular officials are organized on a regular basis. The trainings have so far focused on victim identification with the aim to enhance knowledge among relevant actors in order to increase identification of victims.
- > The National Police Commissioner has published formal rules regarding the procedure for identifying, contacting, and caring for suspected victims of THB in *Iceland*.
- > The Russian Red Cross has opened the first shelter for trafficking victims in *St. Petersburg*.



## Statistics

Gathering data is essential in order to comprehend current developments in THB in the Region. The CBSS Member States have come a long way in their efforts to establish a coherent and comprehensive approach in the development of mechanisms to collect data on human trafficking, however a number of important steps still need to be taken in order to establish sound systems of data collection in the respective countries. The data included in this report has been collected based on 21 indicators – CBSS proposed minimum data set<sup>43</sup>. The report includes the most recently published data from each of our Member States for 2012 on victims, traffickers and the trafficking process. The total number of victims is disaggregated by gender, age, nationality and country of origin, the report also contains statistics on different forms of exploitation. Moreover, the report includes data on the trafficking process and traffickers disaggregated by gender, nationality, age and type of exploitation and on the criminal justice responses: started and successfully completed investigations and the number of individuals charged. The data is collected differently, over various periods of time, using different terms and categories rendering a direct comparison between the

CBSS Member States difficult at best. Data included in this report has been collected from different actors working in the field of trafficking in human beings, including non-governmental organizations providing assistance to victims, therefore gaps can occasionally be found in the statistics. All the countries in the Region collect data on human trafficking on a regular basis, however, in some cases this consists of a minimum set of data. Since not all CBSS Member States were able to provide all the required information, the key findings below are not all based on the same national data sets. Nevertheless, some clear patterns and trends can be distinguished when taking an overview of the statistical data presented from the Baltic Sea Region:

### *Data on Victims*

- > The vast majority of the identified victims in the Region are women.
- > The majority of the identified victims in the Region originate from European countries.
- > The largest number of victims of non-European citizenship comes from Nigeria, Thailand and Vietnam.
- > In most of the countries the main form of exploitation remains trafficking for sexual exploitation. In Estonia, Finland and Latvia victims of trafficking for

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<sup>43</sup>// HARD DATA. Data Collection Mechanisms on Human Trafficking in the Baltic Sea Region, 2011, Council of the Baltic Sea States, pp.259.

other purposes currently outnumber victims of sexual exploitation.

#### *Data on Traffickers*

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

- > The majority of traffickers are men with a few women involved.
- > Traffickers come from different countries and have diverse ethnic backgrounds. The majority possess citizenship of an EU Member State.
- > The majority of perpetrators have strong connections to the country of origin of the victim.
- > The majority of the traffickers are detected for trafficking for sexual exploitation.

#### *Data on Trafficking Process*

- > The main countries of destination for the victims from the Baltic Sea Region are Cyprus, Germany, Greece, Ireland, Scandinavia and the United Kingdom.
- > As the majority of the identified victims in the Region originate from European countries, they enter and stay in the destination country *legally*.
- > Means of control over victims vary; most common means are debt bondage, withholding payment, threats, violence, and voodoo practices.

#### *Data on criminal justice responses*

- > The number of convictions for trafficking in human beings is quite low in the Baltic Sea Region, especially convictions for trafficking for labour exploitation and other forms of exploitation.
- > Trafficking for labour exploitation has been viewed as a new phenomenon with cases at present being difficult to identify and prosecute due to thresholds of understanding and in some cases mandate.

#### Current challenges in the Baltic Sea Region

The new reality with various forms of THB has resulted in Governmental Agencies, NGOs and other stakeholders giving more attention to this phenomenon, although visible obstacles can be distinguished in the current work against trafficking. The challenges take different shapes depending on whether it is a source country or a destination country, yet countries in the Baltic Sea Region have several challenges in preventing and combatting trafficking in human beings in common:

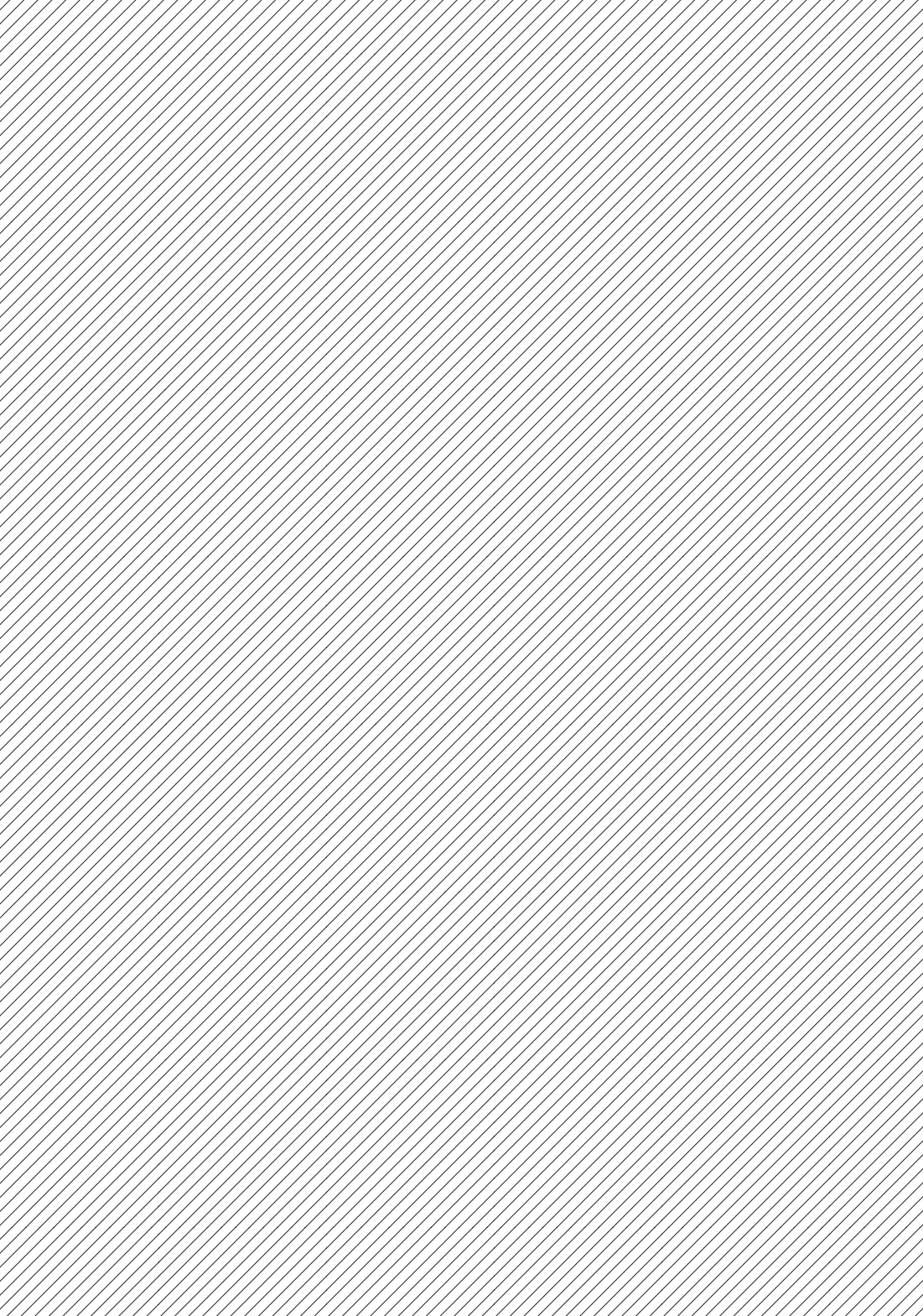
- > The identification of victims, especially victims of other forms of exploitation than trafficking for sexual exploitation still remains one of the biggest challenges in anti - trafficking actions. There are still frequent cases

when victims are stigmatized and criminalized. Most of the countries, with the exception of *Estonia, Finland, and Latvia* identified more victims of sexual exploitation than labour exploitation during year 2012 even though there are numerous signs showing that labour exploitation as a form of THB is growing rapidly.

- > The main focus of anti - trafficking policies has been on trafficking for sexual exploitation and victim assistance throughout the region is mainly designed for women subjected to sexual exploitation, leaving other groups separated from the system of assistance and unable to receive needed support. However the institutional and policy framework is changing and new mechanisms are gradually being developed to improve identification and assistance to victims of other forms of human trafficking.
- > Significant challenges remain in tackling the different aspects of trafficking in human beings and the need to strengthen the investigation of trafficking cases. The judicial system, alongside other authorities, does not have sufficient experience and specialized knowledge to refer to when faced with cases/victims of human trafficking. The lack of enhanced knowledge of the entire phenomenon of trafficking has resulted in great difficulties in prosecuting perpetrators for trafficking. There is tremendous heterogeneity in

the actual criminal charging decisions. Many potential trafficking cases are ultimately charged under another provision of law. Provisions related to smuggling, pimping, breaches of labour law, and procuring are the most common.

- > There is a need to strengthen cooperation between governmental agencies, NGOs, social services and other actors, particularly key labour actors, working against trafficking. Increased cooperation over the borders is essential since it is evident that the question of THB as such is too great to be resolved by countries single-handed. The growing problems regarding other forms of THB such as labour exploitation and begging show the need for relevant actors to share their experiences and best practices in order to enhance in knowledge, strategies, identification and referral mechanisms in both destination and source countries.



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# Acronyms and Abbreviations

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**ANNA**

National Centre for Prevention of  
Violence (Russia)

**BMAS**

Federal Ministry for Labour and Social  
Affairs of Germany

**BMFSFJ**

Federal Ministry of Family Affairs, Senior  
Citizens, Women and Youth of Germany

**CBSS**

Council of the Baltic Sea States

**CIS**

Commonwealth of Independent States

**CMM**

Centre Against Human Trafficking -  
Centre Mod Menneskehandel (Denmark)

**EU**

European Union

**GRETA**

Group of Experts on Action against  
Trafficking in Human Beings

**HEUNI**

European Institute for Crime Prevention  
and Control, affiliated with the United  
Nations

**IOM**

International Organization for Migration

**KCIK**

National Consulting and Intervention  
Centre for Victims of Human Trafficking  
(Poland)

**KOK e.V.**

Bundesweiter Koordinierungskreis  
gegen Frauenhandel und Gewalt an  
Frauen im Migrationsprozess (German  
nationwide activist coordination group  
combating trafficking in women and  
violence against women in the process  
of migration)

**KOM**

The Coordination Unit for Victims of  
Trafficking

**LAMP**

Länsstyrelsernas Arbetsgrupp mot  
Människohandel och Prostitution  
(Working Group of the County  
Administrative Boards on Human  
trafficking and Prostitution)

**MoI**

Ministry of Interior

**MoU**

Memorandum of Understanding

**MFA**

Ministry for Foreign Affairs

**NAP**

National Action Plan

**NC**

National Coordinator

**NCI**

Danish National Center for Investigation

**NCK**

National Center for Knowledge on Men's  
Violence against Women

**NGO**

Non-Governmental Organisation

**NMT**

Swedish National Support Operations  
Team against Prostitution and Traffick-  
ing in Human Beings

**ODHR**

Office for Democratic Institutions and  
Human Rights

**OSCE**

Organisation for Security and Coopera-  
tion in Europe

**PoMOC**

Mary Immaculate Association for  
Women and Children (Poland)

**RUA**

Danish Foreigners/Immigration Unit

**TF-THB**

Task Force against Trafficking in Human  
Beings

**UN**

United Nations

**UNODC**

United Nations Office on Drugs and  
Crime

**UNHCR**

Office of the United Nations High Com-  
missioner for Refugees





This is the first time that the Task Force against Trafficking in Human Beings (TF-THB) has written and compiled a Baltic Sea Region Round-up on the **current trafficking situation** in the Baltic Sea Region.

This compilation contains chapters on each Member State as well as an overview of **recent actions** taken by the European Commission specifically the work of the EU Anti-Trafficking Coordinator.

Statistics presented in the tables and combined onto the **illustrated Map of the Baltic Sea Region** is taken from 2012. The round up report, with a special focus on each individual Member State, highlights practices and concentrates on:

- > new trends
- > ongoing projects
- > updates to the legal and institutional framework
- > coordination mechanisms.

The aim of the Round-up is to create an easily accessible macro-regional snapshot which outlines the direction of counter trafficking work in our region.

