

Needs Assessment:
**Counter-trafficking
Response**
in Georgia



International Organization for Migration

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**Counter-trafficking
Response**
in Georgia

Produced for the
International Organization for Migration (IOM)
by **Marika McAdam**



IOM Development Fund
DEVELOPING CAPACITIES IN MIGRATION MANAGEMENT



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ACRONYMS AND ABBREVIATIONS

AVNG	Anti-Violence Network of Georgia
CT-NAT	Counter-trafficking Needs Assessment Tool
ENIGMMA	Enhancing Georgia's Migration Management
GRETA	Group of Experts on Action against Trafficking in Human Beings
ICCC	International Criminal Cooperation Centre
IDP	Internally Displaced Person
IOM	International Organization for Migration
MIA	Ministry of Internal Affairs
MOU	Memorandum of Understanding
NAP	National Action Plan
NGO	Non-governmental Organization
NRM	National Referral Mechanism
SOP	Standard Operating Procedure
THB	Trafficking in Human Beings
UN	United Nations
UNTOC	United Nations Convention against Transnational Organized Crime

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1. INTRODUCTION

1.1. Research context

This research was commissioned by the International Organization for Migration (IOM) and funded by the Member States through IOM's internal funding mechanism, the IOM Development Fund. The purpose of the study was to:

- collect and synthesize stakeholder views of the current human trafficking landscape and responses thereto in the country/region;
- identify stakeholders' perspectives on the trafficking situation and trends, as well as the gaps in relation to identification and referral, assistance and protection, and prevention and cooperation; and
- arrive at key conclusions and offer recommendations on how to strengthen existing responses, correct inappropriate processes, and address gaps at the domestic and, to the extent possible, regional levels.

The secondary purpose of the study was to develop a rapid needs assessment tool (Counter-trafficking Needs Assessment Tool (CT-NAT)) that can be adapted to different countries and regions, and revise the tool on the basis of the experience using it in Armenia, Azerbaijan and Georgia.

1.2. Research methodology

The needs assessment involved six key steps: 1) a desk review of key materials for the three countries; 2) development of the needs assessment tool; 3) in-country interviews; 4) dissemination of electronic surveys; 5) data entry, analysis of findings and drafting of the assessment report; and 6) validation of the assessment findings and recommendations at a series of three national workshops held in the study countries.

Desk review

The desk review included key documents on trafficking in human beings (THB) in the three study countries, as well as on needs assessment methodology. Effort was made to select an equivalent number of documents across all three countries. In addition to the author's own research to identify relevant documents, research reports and other assessments, staff from IOM offices in

Armenia, Azerbaijan and Georgia identified key documents for inclusion in the desk review. Materials that offered insight into needs assessment methodology were reviewed for the purpose of developing the needs assessment tool and frameworks for analysis. Of the 100 documents reviewed, 61 key materials were included in the bibliography (Annex A).

Development of the needs assessment tool

On the basis of the desk review, components of the needs assessment tool were developed for testing in the study countries, including a template to guide the drafting of the assessment report. The tool consists of:

- an in-depth interview guide (Annex C) designed for use during in-person interviews with stakeholders in the three study countries;
- an electronic survey template (Annex D) designed for translation and dissemination via email by IOM support staff in the three countries, to be completed and returned to the independent consultant; and
- a data analysis worksheet designed to guide data analysis, enabling persons carrying out assessments to enter data obtained via the electronic survey and the in-country in-depth interviews, and generate metrics of content. The worksheet also includes a comparative analysis table consisting of both framework and operational indicators across five categories, each containing five criteria, with a view to allowing rapid assessment of counter-trafficking response across countries (Annex E).

Concurrent to the process of developing the CT-NAT, IOM focal points in Armenia, Azerbaijan and Georgia were invited to identify and approach stakeholders to participate in the in-depth interview process or the survey process.

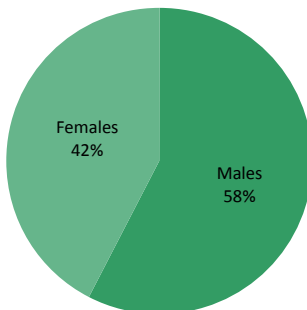
In-country interviews

Between 13 and 25 January 2016, the independent consultant spent three days carrying out a total of 40 interviews that involved 92 people across the three study countries, using the in-depth interview guide.

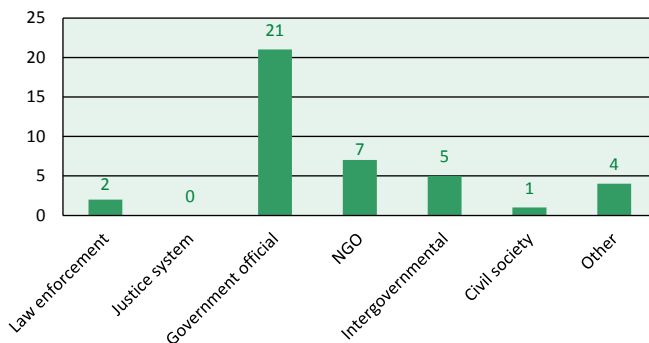
- In Armenia, 16 interviews were carried out with 37 people (19 men and 18 women).
- In Azerbaijan, 14 interviews were carried out with 36 people (28 men and 8 women).
- In Georgia, 10 interviews were carried out with 19 people (6 men and 13 women).

Of the 92 interview participants, 58 per cent were male (n=53) and 42 per cent were female (n=39). More than half of interviews across the three countries were with government agencies (n=21). The interview template (Annex C) was used in carrying out these interviews, and revised on the basis of lessons learned across the three countries.

Sex of interview respondents

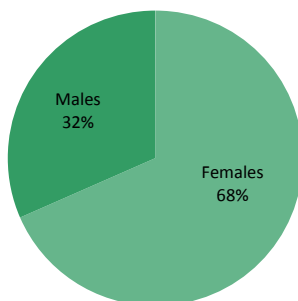


Profile of stakeholder interviews

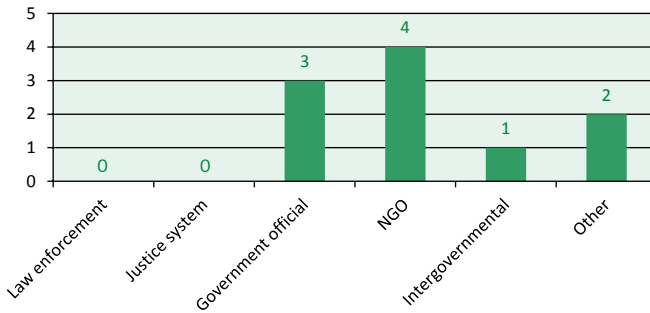


In Georgia, 10 interviews were carried out over three days in Tbilisi, with 19 people. Three interviews were with government entities, four with non-governmental organizations (NGOs) and one with an intergovernmental organization. Of the 19 people interviewed, 13 were female and 6 were male. Additionally, 6 people responded to an electronic survey, all of whom were female.

Sex of survey respondents in Georgia



Profile of entities interviewed in Georgia

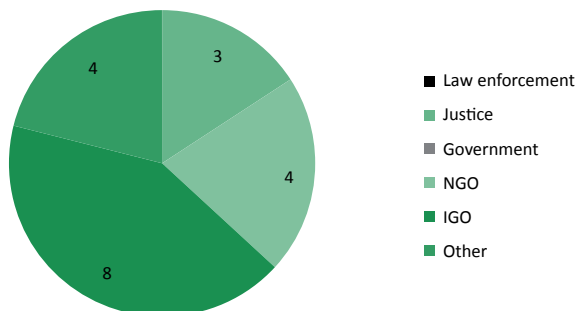


Dissemination of electronic surveys

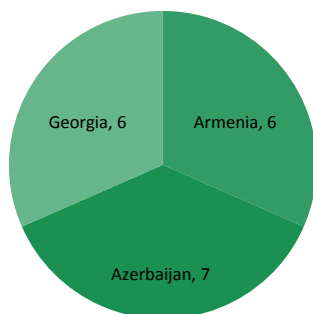
Electronic surveys (Annex D) were translated and disseminated by IOM to relevant stakeholders among people who did not participate in in-depth interviews. IOM focal points were requested to target practitioners outside of the capitals. Participants of in-depth interviews were also invited to suggest stakeholders who may be appropriate to respond to the electronic surveys. This question yielded markedly few suggestions, with the majority of participants confirming that participants of in-depth interviews were the key stakeholders. Recipients of electronic surveys were also invited to share the surveys with others who may be able to offer valuable insights. A deadline of 31 January 2016 was established for submission of completed surveys. IOM colleagues were instrumental in following up with stakeholders to prompt the completion and return of the surveys.

Only 19 responses to the electronic surveys were received, with almost the same number from each country (6 from Armenia, 7 from Azerbaijan and 6 from Georgia). The majority (68%) of the 19 survey respondents were female (n=13). A significant number of respondents were from intergovernmental organizations. All survey respondents from Georgia were female, in contrast to only one of the seven respondents from Azerbaijan. Not all survey respondents answered all questions.

Roles of survey respondents



Survey responses received



Data entry, analysis of findings and drafting of the assessment report

Data for all of the electronic surveys completed and returned to the consultant was entered into the relevant tables for analysis. Similarly, notes for all in-depth interviews were entered into the relevant data entry table. This process aided in the generation of qualitative data and analysis of inputs and perspectives across the study countries. The data generated focused on the frequency and type of emerging themes and allowed the assessor to draw conclusions and gaps against the five key thematic areas and develop recommendations to address them. The metrics that resulted from the data entry and the analysis process were referred to in elaborating the draft assessment report, with several tables, graphs and charts of data included in the assessment report. The Needs Assessment Toolkit was further refined for submission to IOM for future adaptation and use.

Validation of assessment findings

Validation workshops were convened in each of the three study countries for the purpose of sharing the findings of the report and inviting stakeholders to validate the recommendations that were offered for their consideration. A summary presentation of the key findings and recommendations was presented at each workshop, and stakeholders were divided into groups to consider proposed recommendations within each category. The report was finalized on the basis of feedback obtained at the workshop held in Tbilisi on 26 April 2016.

1.3. Research limitations

There are several limitations to this study that must be acknowledged.

Uneven and limited data across the three countries: Some key documents were outdated for some countries and relatively up-to-date in others, skewing the insights gained in the desk review process. In some instances, the documents identified in the desk review process were heavily repetitive across several sources. Another data limitation was evident in the nature of the information identified; the desk review process yielded more content about the trafficking situation and trends, investigation and prosecution and protection and assistance than it did about identification and referral, cooperation among stakeholders and, particularly, prevention. Finally, the documents included in the desk review were limited only to those available in English, potentially excluding valuable sources of information available in other relevant languages.

Only 19 surveys were returned from the three study countries (6 from Armenia, 7 from Azerbaijan and 6 from Georgia), resulting in limited survey data. Furthermore, while several people participated in the in-depth interviews, only some of them were active participants in discussions. This was particularly the case in Azerbaijan, where a high number of participants attended meetings, but most meeting attendees did not actively contribute to discussions, in contrast to the case in Georgia where the least number of participants were met with (19) but most of whom were active contributors to discussions.

Subjectivity of insights: A key limitation to the rapid needs assessment methodology is its reliance on the subjective views of stakeholders as the primary source of data. The assessment is accordingly vulnerable to subjective knowledge (and knowledge gaps) about the trafficking situation as well as personal views and biases. The desk review process, although suffering from the limitations described above, went some way towards mitigating this limitation. However, ultimately, given the core reliance on in-depth interviews, the final assessment report and the recommendations are more representative of stakeholder perspectives of the effectiveness of the counter-trafficking response than of actualities of effectiveness of the counter-trafficking response.

Convenience sampling and selection bias: Compounding the subjective nature of the insights gleaned through the assessment process is the selection bias inherent in the identification and recruitment of stakeholders. Given the key role of IOM in supporting the needs assessment process, stakeholders and their perspectives may be representative of the IOM approach to counter-trafficking and its particular partnerships rather than a comprehensive survey of views across the study countries. This selection bias may have also impacted on the responses provided. IOM commissioned the report, and IOM staff in the three countries selected participants and in many cases attended meetings.

Data is reflective of capital-level responses and does not reflect the challenges faced by stakeholders in other regions, given that interviews were not conducted with stakeholders outside of capital cities. The survey process was, in part, to address this limitation and invite responses from practitioners working outside of capital cities; however, few surveys were received for each country. Accordingly, the data is not reflective of nationwide challenges and insights and does not address regional and local differences but is heavily skewed towards capital-level responses.

Another limitation of the methodology is that of self-selection bias. It is possible that those who opted to participate in the needs assessment (whether the electronic survey or the in-depth interview) may have particular positive or negative feelings that differ from those who did not opt to participate. Furthermore, subjectivity of insights may have been influenced by the political and social tensions that exist with the particular context of the study countries.

Practical limitations: The time frame for carrying out the needs assessment from conception through to its final delivery was four months, over a period of eight months. One person carried out the assessment, with logistical and interpretational support provided by IOM. The analysis undertaken and the data entry process could have arguably been more in-depth had more man hours been invested in the project. Language considerations posed additional limitations, requiring reliance on IOM to provide interpretation and translation support. The same person conducting the interviews was required to take manual notes during the interviews and no audio recordings were used.

Other limitations: The political tensions between countries of the South Caucasus was reported to have a negative impact on cooperation against trafficking, and also may have influenced the responses provided, where individuals are concerned with ensuring that their country appears relatively stronger than other study countries in assessments carried out. In light of the tensions that exist, the study was reconceived so as not to be comparative, meaning that the comparative capacity of the assessment tool could not be effectively tested.

Ultimately, what was initially envisaged as a report containing findings and recommendations for the three study countries was instead reconceived as three distinct reports. This report captures the findings and recommendations for Georgia.

2. FINDINGS

Anti-trafficking provisions were included in Georgia's Criminal Code in 2003. The Ministry of Internal Affairs (MIA) created the Special Operations Department in 2005. Since that year, National Action Plans (NAPs) have been adopted in Georgia. 2006 was a key year for anti-trafficking response in Georgia, with the Law of Georgia on Combating Human Trafficking (hereinafter referred to as Law on Combating Trafficking) entering into force, and both the State Fund for the Protection and Assistance to (Statutory) Victims of Trafficking in Persons and the Interagency Coordination Council on Combating Trafficking in Persons were established.

As a country of origin: The collapse of the Soviet Union in the 1990s, intranational conflicts, Russian occupation of Georgian territories and the shortage of employment opportunities resulted in significant migration to the Russian Federation, Turkey, the United States, Greece, and the European Union (EU). Kvemo Kartli and Ajara are important source areas of trafficked persons, with Kakheti and Tbilisi also cited more often than other provinces. It is believed that many victims from Kvemo Kartli are of Azerbaijani ethnicity (Geo 15, p. 11). Egypt has also been identified in international reports as a destination country for possible sexual exploitation of Georgian women and girls, alongside the United Arab Emirates, the Russian Federation, China and Turkey, and men and women have also reportedly been subject to forced labour in Libya, Egypt, Iraq, the Russian Federation, Azerbaijan and Turkey (Arm 11, p. 40; Gen 1; Geo 4). However, the countries listed in international reports do not correlate with the countries that have been identified by IOM or considered by the Permanent Group established to determine victim status. Anecdotal evidence from IOM shows that no cases from the Russian Federation, Germany and Austria have been identified by IOM or considered by the Permanent Group, with only isolated incidents in Libya and Egypt that have not been repeated since, in contrast to Turkey, which is a constant country of destination.

Generally, Georgian migrants fall victim to exploitation after pursuing employment in agriculture and other low-skilled jobs through employers or agencies (Gen 1). There have been possible cases of Chinese nationals trafficking Georgian men to the Democratic Republic of the Congo, and of newborn babies and toddlers being sold in other countries. Interviewees commented that there are no particular changes in trends in recent years: the Middle East and Central Asia continue to be destinations for sexual exploitation, and Turkey and Iraq are destination countries for labour exploitation.

As a country of transit, destination and internal trafficking: At the crossroads of Europe and Asia, Georgia is a transit route both for trans-Eurasian and intercontinental travellers. Previously, Georgia was a country of transit for Central Asian victims en route to Turkey or the United Arab Emirates, particularly from Kyrgyzstan and Uzbekistan, while now it is a country of destination. According to a report produced by IOM and the US Department of State in 2011, from 2004 to 2006, all female victims identified had been brought to Georgia for transit through to the United Arab Emirates, and in 2007 and 2008, a few Central Asian women were identified en route to Turkey (Geo 15, p. 12). Since then, transit through Georgia has apparently not been registered (Geo 15, p. 12), with a shift to exploitation of Uzbek women in Georgia. In contrast, the Republic of Moldova and Tajikistan are not countries of risk for trafficking to or through Georgia, with no officially confirmed cases of alleged exploitation of Moldovans in Georgia; rather, Moldovan truck drivers tend to use Georgia as a transit point from the Russian Federation towards Azerbaijan and Armenia (Geo 6). Similarly, there is no evidence to suggest that Tajikistan is a country of origin to or through Georgia, though there was a 2014 case of sexual exploitation of Tajiks in the Ajara region of Georgia (Geo 6).

Improved conditions and stability in Georgia have made it a country with a transitional economy, resulting in the return of qualified Georgians, particularly around 2004. Non-Georgians have also increasingly migrated to Georgia; labour migration has been associated with risks of trafficking and exploitation of both local and foreign workers (Geo 6, p. 1), with increased attention given to implementing a migration strategy. In recent years, foreign nationals have been reportedly exploited in agriculture, construction and domestic servitude within Georgia (Gen 1). A 2011 report of IOM and the US Department of State notes that there are few cases of foreign men being exploited in Georgia. According to the report, the few incidents recorded include incidents of Russian and Turkish men being subject to labour exploitation in Georgia, sometimes in domestic settings on farms in isolated rural areas in Samegrelo and Upper Svaneti, one of whom was granted status of victim of trafficking and assisted to return to his native Turkey (Geo 15, p. 13). The majority of interview respondents confirmed this concern, noting exploitation in agriculture and cattle breeding, although one government respondent stated that no cases of exploitation in labour contexts had been identified within Georgia recently. Key migrant groups living in Georgia are Russians, Azerbaijanis, Armenians, Ukrainians, Kazakhs, Belarusians, Chinese, Turks and Indians (Geo 23, p. 1). Three interview respondents noted that key origin countries for victims of sexual exploitation in the Adjara region of Georgia are Central Asian (Uzbekistan, Kyrgyzstan and Tajikistan). One noted that sex tourism from Turkey drives demand in this region.

Internal trafficking is a significant problem. In a 2011 report, IOM alleged that Georgian men had been victims of labour exploitation at farms and industrial sites in the regions of Samegrelo-Upper Svaneti and the Kodori Gorge, and to a lesser extent, in Kakheti (Geo 15, p. 10). Georgian, Romani and Kurdish children

are reportedly subjected to forced begging or coerced into criminality (Gen 1). There are concerns that trafficking for street begging may occur; however, more information is needed to verify or dismiss this possibility (Geo 15, p. 6). No information is available about human trafficking in Abkhazia, Georgia, and the Tskhinvali region/South Ossetia, Georgia, due to the occupation of those regions, though government agencies and NGOs consider internally displaced persons (IDPs) from these occupied territories to be particularly vulnerable to trafficking (Gen 1).

Profiles of traffickers and victims of trafficking: IOM has compiled data from its own screening forms, as well as case information and court verdicts provided by the Minister of Justice and the Chief Prosecutor's Office (Geo 4). From this information it is evident that victims are mostly female, at least among this data, which does not reveal data from unidentified victims. All survey respondents (n=6) named adult females as the most commonly trafficked group. In the interview process, sexual exploitation and forced labour or services were considered the most prevalent forms of exploitation; victims of the former were noted as being exclusively female with no cases of male victims reported, while both male and female victims were identified in forced labour or services. Interviewees noted that there is often a lack of education among females (with some exceptions, including a qualified nurse who was trafficked into sexual exploitation in Georgia). Victims of sexual exploitation were considered to be mostly in their 20s (although one victim was reportedly 13) and middle-aged in the case of forced labour or services (although one victim was reportedly 62). IOM has confirmed that most foreign victims are women in their 20s from Uzbekistan and a few from Kyrgyzstan (Geo 6). Among Kyrgyz nationals travelling to Georgia, previously the majority were women, but, as of 2013, the gender balance has levelled, though women remain younger than male Kyrgyz nationals who are travelling to Georgia (Geo 6, p. 4).

Data suggests that traffickers are both male and female. One interview respondent noted female exploiters tend to be present in sexual exploitation and male exploiters in labour exploitation. Female recruiters are often former prostitutes who now work to recruit others for work primarily in Turkey (and, to a lesser extent, in the United Arab Emirates). Male recruiters are primarily husbands, fiancés or other relatives of victims (Geo 15, p. 8). According to the Government of Georgia, traffickers are primarily Georgian, as well as Turkish; while victims are primarily Georgian, as well as Uzbek. Nationals of Kyrgyzstan have been found trafficking women and minors over the Turkish border for sexual exploitation (and smuggling), as well as trafficking Kyrgyz nationals into Georgia for sexual exploitation (Geo 6, p. 4). Law enforcement challenges posed by recruiters of dual Georgian and Turkish citizenship have been noted. During the interview process, one survey respondent noted that traffickers tend to be the same nationality as their victims. Law enforcement authorities state that traffickers are not highly organized groups, but – with few exceptions – are small, unsophisticated operations (Geo 15, p. 9). Two interview respondents confirmed that trafficking is not perpetrated by organized crime.

Methods of trafficking: Data from the Ministry of Interior shows that trafficked victims from or to Georgia are transported by land and air; no trafficking via sea has been identified (Geo 10, p. 34). Though in-depth analysis is lacking, reports show a shift in Georgia away from physical forms of recruitment to more subtle means, towards the use of partial deception (Geo 10, p. 4). Of the four interview respondents who discussed this issue, all noted the use of subtle means with partial deception and promises that are not fulfilled. Previously, recruiters completely deceived people to entice them abroad (mostly to Turkey), but from around 2007 onwards recruiters have become more upfront about the nature of work in prostitution or low-skilled manual labour but deceive victims as to the conditions (Geo 15, p. 3). One respondent commented that high unemployment and generally poor labour conditions are such that there is no need to force a person into an exploitative situation.

While the United Arab Emirates is primarily reached via air from the Tbilisi airport, Turkey is primarily reached overland. Since 2008, visas are no longer required for Georgians to enter Turkey for up to three months, resulting in a notable increase in the use of bus links from Georgian cities to destinations in Turkey, and the reduced use of document fraud. Previously, fraudulent passports were used to traffic Uzbek women through Georgia to the United Arab Emirates, relying on corrupt officials in passport offices, a practice that has reportedly been eradicated (Geo 15, p. 4). The transfer of victims from the recruiter to the exploiter usually happens on the same day or within a few days of arrival; information about the amount paid is scarce but reported to range between USD 100 and USD 4,000, and average USD 1,329 (Geo 15, p. 4). In the exploitation phase, violence and abusive practices (including beatings, rape and denial of medical treatment) are used to control victims of sexual exploitation. Similarly, in cases of labour exploitation, freedom of movement is curtailed, documents are confiscated, and violence and abusive practices are applied to control victims. Protests against withholding of earnings are often met with violence or threats of reporting to police (Geo 15, pp. 5–6). Sexual exploitation is reportedly on the decline as labour exploitation increases (Geo 15, p. 14), although all survey respondents (n=6) considered adult females to be the most trafficked group. Half of survey respondents (n=3) considered that trafficking is a growing problem; one considered it to be declining and two considered it to be neither growing nor declining. Interview respondents were also divided as to whether trafficking is increasing, decreasing or neither.

2.1. Identification and referral

The Interagency Coordination Council on Combating Trafficking in Persons (hereinafter referred to as the Interagency Coordination Council) adopted a National Referral Mechanism (NRM) through a government order on 20 November 2006 (entitled “Operational Instruction for Protection of (Statutory) Victims of Trafficking in Persons, National Referral Mechanism and Victims

Identification Standards”). The Interagency Coordination Council also developed operational instructions in the framework of the NRM, included in the “Standards and Operational Procedures for the Identification, Protection, Assistance, Rehabilitation and Reintegration of Victims of Human Trafficking” adopted in October 2011. The NRM is composed of three parts: identification (preliminary identification and special mobile group; the identification questionnaire and final decisions on status); protection of the victim (legal aid, medical aid, social aid and protective measures); and rehabilitation (social programmes and reintegration process). In addition to the NRM, in 2010 a mandatory referral mechanism was introduced, aiming to identify and report violence against children (Geo 22, p. 35). In 2014, Georgian authorities stressed that proactive identification of victims is a key priority, as emphasized in the former NAP for 2013–2014 and the current NAP for 2015–2016 (Geo 22, p. 44). Half of the interviewees (n=5) raised identification as the key challenge and barrier to effective counter-trafficking, with forced labour specifically raised by three.

Identification process

The Law on Combating Trafficking differentiates between “victims of trafficking” and “statutory victims of trafficking”. The former status is granted by the Permanent Group of the Trafficking in Human Beings Council in accordance with the Law on Combating Trafficking (Article 11) and the NRM (Part 1, section 3), while law enforcement authorities grant the latter status in accordance with Article 56 of the Criminal Procedure Code. In simple terms, the Permanent Group can identify victims who do not wish to cooperate with authorities. In 2015, eight people were granted status of “statutory victim” and eight people were given “victim” status (Geo 31, p. 4).

In relation to victims of trafficking, under Part 1 of the NRM, on first contact, victims are to be immediately informed of their rights, including exemption from criminal liability (1.1 and 1.2). A special mobile group is contacted if a victim wishes to apply for identification of his or her status as a victim (1.4). Victim identification is conducted in accordance with the Standards and Rules of Identification of Victims of Trafficking in Persons upon submission by the Interagency Coordination Council (2.1). The Permanent Group created at the Council must grant victim status within 48 hours (2.2, 3.1), based on the questionnaire submitted to it by the mobile groups that conduct first interviews with victims.

Mobile groups created by the State Fund for the Protection and Assistance to (Statutory) Victims of Trafficking in Persons (hereinafter referred to as the State Fund) under the NRM consist of a lawyer and a psychologist (4.1). A mobile group is called in cases of identification of alleged victim or self-identification and uses a special identification questionnaire to interview victims, submitting completed questionnaires to the Permanent Group (4.3). The mobile group must keep information confidential (4.4). The Permanent Group is composed of five members confirmed by the Interagency Coordination Council (5.2), and makes its

decision based on a four-fifths vote (5.3). The Permanent Group consists of one international organization and five NGOs, though previously it was a State and non-State body. Victims who wish to may be interviewed by the Permanent Group (3.2). If victim status is granted, a document confirming the status is issued to the victim and to the State Fund, and the victim is provided with written information (3.3). If victim status is refused, the State Fund is informed (3.4). Victim status granted by law enforcement under Criminal Procedure legislation is equal to victim status granted by the Permanent Group (3.5). Victim status granted by a foreign country, an international organization or an organization in a foreign country is not automatically recognized; those persons can apply for status with the Permanent Group and receive assistance services only after victim status is granted (3.6). The Permanent Group submits its decision granting or refusing victim status to the State Fund (5.4). Members of the Permanent Group are obliged to keep information confidential and face criminal liability if they reveal confidential information (5.5). After a victim is identified, he or she may be placed in a shelter and is given a document of cooperation of State, non-State and international organization services (2.5), and is entitled to protection and assistance.

The Permanent Group meets only when a possible victim of trafficking has been identified. One interviewee particularly praised the composition of the Permanent Group, considering that the balance of State and non-State actors is more effective than a government-led model to allocate funds would be. However, three of the seven interviewees stressed that the turnaround time of 48 hours required for a decision on victim status was too short; interviewees explained that in many cases the Permanent Group must revert back to the initial interviewee to clarify points on the questionnaire or even speak to the possible victim him- or herself, potentially requiring the interviewer and/or the victim to travel to Tbilisi. The Government of Georgia emphasized that the objective of the 48-hour time period is to minimize, as much as possible, the time frame during which a person has no legal status and to ensure that he or she can benefit from the State Fund services as quickly as possible. Notwithstanding this commendable rights-based purpose, some Permanent Group members acutely feel the competing responsibilities of ensuring that victims are appropriately identified and granted access to assistance (including shelter in the short term) while also ensuring that State funds are not inappropriately allocated to persons who are not victims of trafficking. It was noted that there is no mechanism to check whether a person is telling the truth, and there is concern that some people are motivated by the one-off payment of 1,000 lari and health support that is granted to victims of trafficking. Interviewees noted difficulties in gauging the veracity of statements on paper, and that face-to-face engagement may serve to address some of these concerns, albeit with significant practical challenges. The Government of Georgia subsequently emphasized that the special questionnaires developed for the mobile groups of the State Fund and Labour Inspectors are adequately detailed for identification purposes and, combined with the qualifications of mobile group members, guarantee that such risks are minimized.

How victims become known to authorities

Mobile groups: Four mobile groups have been created under the MIA to identify potential trafficking cases in high-risk areas. The mobile groups interview sex workers (including foreigners) at venues such as bars, baths and saunas; in entities offering vague work in Georgia and abroad; and in transportation companies. Mobile groups also interview citizens deported from Turkey and European countries for identification purposes (Geo 10, p. 46). In carrying out their work, mobile groups take various issues into account, including whether documents were taken, movement and communication was restricted, and the persons' language skills and financial situation (possession of money/debts) (Geo 10, pp. 53–54).

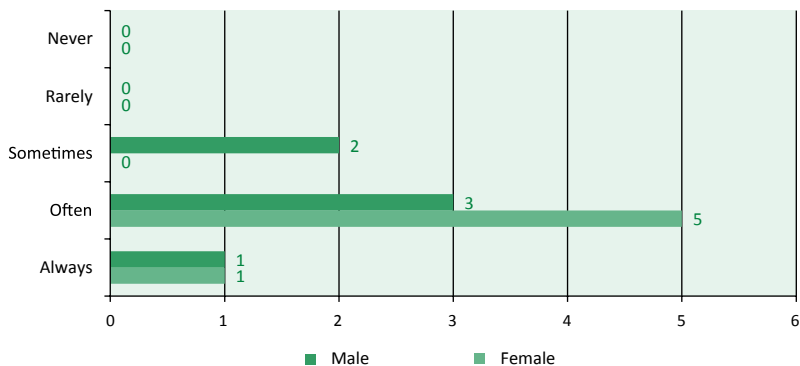
Police: Under the NRM, border police are expected to have first contact with victims in many cases, and are reportedly well trained to check travel documents and visas to identify and immediately contact investigators in the event that they are false and place potential victims in safe accommodation without accompanying persons (Geo 10, pp. 44–45). Police from the Division for Combating Human Trafficking and Irregular Migration, which is under the Central Criminal Police Department of the MIA, are involved in cases of false document use. They monitor borders (international airport, Sarpi border point) 24 hours and interview persons who are suspected victims of trafficking (Geo 10, p. 45).

Migration Department: The Migration Department was established within the MIA in August 2014, by Order No. 588 (Geo 10, p. 9). In 2012, the Law on Refugees and Humanitarian Status entered into force. The Ministry of Refugees and Accommodation in Georgia (in cooperation with the Office of the United Nations High Commissioner for Refugees), notifies the State Fund or law enforcement of any possible trafficking. The questionnaire used for asylum-seekers reportedly enables them to detect possible trafficking. Where asylum applications are rejected, potential victims are still referred to the State Fund and given access to services (Geo 10, p. 57).

Labour inspectorate: In February 2015, the Prime Minister signed a decree establishing a labour inspectorate with authority to enforce preventative measures related to labour trafficking, with a view to increasing government capacity to identify forced labour (Gen 1). The role of labour inspectors was raised in six of the interviews; as of January 2016, the labour inspectorate has a mandate to identify trafficking cases, in addition to health and safety violations. Legislative amendments give labour inspectors the right to enter and inspect premises without prior permission. Some 25 labour inspectors have apparently been hired and there are plans for IOM to carry out training for them in 2016, subject to funding. Respondents were of the view these are positive steps, and remain cautiously optimistic about whether they will result in increased identification.

While survey respondents considered that identified victims of trafficking are referred to support services they need “often” (n=5) or “always” (n=1), there was some variation in responses about identification and referral of male and female victims of trafficking to support services, with women more “often” referred than men.

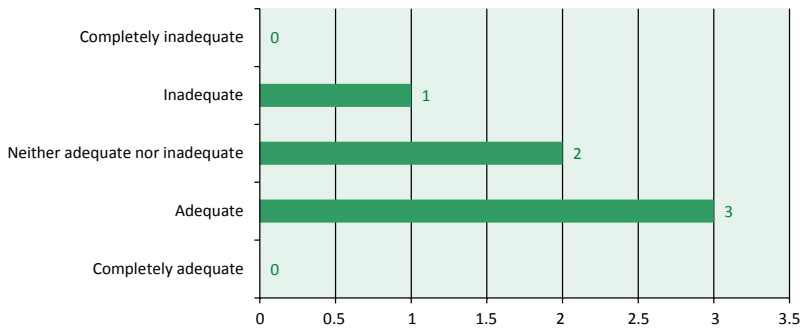
Female and male victims of trafficking are identified and referred to support services they need



Self-identification

Initially several hotlines were put in place, but few calls were reportedly made to them. There are now only two anti-trafficking hotlines funded by the Government of Georgia – one operated by Police within the Government’s anti-trafficking division, which received calls from 100 persons in 2014, and another hotline operated by the State Fund, which received 171 calls in the same year, including from victims of trafficking (Gen 1). The State Fund hotline (#2 100 229) is a free and anonymous service offering qualified consultation and information about State Fund services (Gen 10, p. 59). By September 2015, the MIA hotline had received 133 trafficking-related calls, while operators of the State Fund hotline had dealt with 146 calls (Geo 31, p. 4). During the interview in January 2016, the State Fund reported that 189 calls were received through the #2 100 229 hotline in 2015; some were requests for information that were not all related to trafficking. One interviewee noted that having one hotline may be less confusing, but having options is beneficial, particularly when persons do not wish to cooperate with authorities.

Q. 3.1.6. Self-identification mechanisms (e.g. government/NGO hotlines)



Representatives of the State Fund also mentioned its website (www.atipfund.gov.ge) and Facebook presence. Of note was increasing contact made by parents of children going abroad who call the hotline or bring in work contracts for staff to see. State Fund lawyers in this case support in carrying out threat assessments. In 2015, the State Fund (with the support of the International Centre for Migration Policy Development) printed brochures and produced T-shirts and bags to raise awareness of the hotline. Some of this information is distributed at borders, and some throughout the regions (e.g. with the assistance of the Georgian Young Lawyers' Association, an NGO based in Tbilisi). Information campaigns, including by IOM, have also resulted in increased awareness of the hotlines. However, one respondent noted that it is still difficult to reach populations in remote areas, with little NGO activity in Adjara region and limited trust for government hotlines. In this context, the Government of Georgia noted that since 2011, the Public Service Development Agency (a legal entity of public law), with financial assistance from the EU, has implemented a project to build local government and governance capacity through the establishment of community centres across the country to mediate between the Government and local populations and to provide public and private services at the local level. These community centres are also used to communicate with local populations; introduce new services, initiatives and legislative changes; and organize public awareness-raising events. To date, 33 community centres have been established across Georgia, and 11 more are currently being constructed.

Criteria and indicators for identification

A working group composed of prosecutors, investigators and representatives of the Secretariat of the Interagency Coordination Council was established in 2013 to elaborate identification guidelines for law enforcers. The guidelines focus on the definition of "trafficking", relevant articles of the Criminal Code (including involving someone in prostitution, providing a venue for prostitution, involving a minor in anti-social activity), standards of investigations, standards

of victim interrogation (including of minors) and evidentiary standards. The guidelines were approved by the Interagency Coordination Council in February 2014 (Geo 22, p. 34).

Standard operating procedures (SOPs) for proactive victim identification were also developed by the working group of the Interagency Coordination Council (with the support of IOM) and adopted by the Ministerial Order of the Minister of Internal Affairs in 2015. The SOPs provide special instructions to the mobile group members within the Central Criminal Police Department and provide indicators for identifying victims of sexual exploitation, domestic servitude, forced labour and child victims (Geo 10, p. 51). The 2015–2016 NAP includes the elaboration of guidelines (led by the Ministry of Health, Labour and Social Affairs) for the mobile groups working with children living and working on the streets. Accordingly, the SOPs contain measures to be undertaken by investigators and others while interviewing possible minor victims of trafficking; in these cases, the State Fund immediately notifies the social service agency that makes arrangements for care of children (including guardianship) in cooperation with the State Fund. Investigators must take measures to immediately contact the minor's family or immediately involve representatives of the State Fund if getting in touch with the family is not possible (Geo 10, pp. 21–22). One interviewer noted that the use of SOPs is mandatory for all actors who have the right to identify victims of trafficking.

In response to being asked about the criteria and indicators used to identify victims, the questionnaire used by mobile groups was mentioned by interviewees. The questionnaire was noted as not being a set of "indicators" as such; broad indicators were considered to be present in the SOPs. One interviewee considered that the questionnaires do not provide detailed enough information. The newly mandated labour inspectorate has reportedly been equipped with indicators and training on identifying signs, and will refer to criminal inspectors on the basis of a memorandum of understanding (MOU). One interviewee noted that border officials should be equipped with more relevant and developed SOPs. Survey respondents considered indicators, screening checklists and other identification tools to be "completely adequate" (n=1), "adequate" (n=2) or "neither adequate nor inadequate" (n=3).

Identification and referral indicators

		FRAMEWORK Indicators		OPERATIONAL Indicators	
		Level 1	Level 2	Level 1	Level 2
1.1	National Referral Mechanism (NRM) for trafficking in human beings (THB), specifying roles and responsibilities	NRM specific to THB is in place	NRM outlines stakeholder competencies, coordination, protection and assistance	State and non-State actors are included in an NRM and are aware of their role(s)	State and non-State actors are referring and assisting victims through an NRM framework
1.2	Formal processes for identification	Formal processes for victim identification are in place	Formal processes for victim identification are linked to referral mechanisms	Formal processes for identification are consistently used	Stakeholders perceive that identification processes increase access to services
1.3	Indicators, screening checklists and other identification tools	Identification tools are in place, and stakeholders are aware of and have access to them	Identification tools are relevant to trafficking in practice (e.g. all types)	Identification tools are used by some stakeholders (partially effective)	Identification tools are used by all stakeholders (fully effective)
1.4	Self-identification mechanisms (e.g. hotlines, posters, advertisements)	Self-identification mechanisms are in place	The public is adequately aware of self-identification mechanisms	Some victims self-identify (partially effective)	Stakeholders perceive that self-identification is increasing
1.5	Link between referral mechanisms and protection and assistance services	Referral mechanisms in place are linked to protection and assistance services	Referrals of victims are delinked from victim cooperation with law enforcement	Referral mechanisms result in services provided to some identified victims	Referral mechanisms result in services provided to all identified victims

Note: Green background denotes areas identified for potential improvement.

2.2. Assistance and protection

Statutory victims of trafficking have the right to receive services from the State Fund. The State Fund was established through Article 9 of the Law on Combating Trafficking and funded by resources from the State budget, international organizations and other sources. It is controlled by the Ministry of Health, Labour and Social Affairs, and is governed by a Director (appointed and dismissed by the President). A Supervisory Council – composed of the State, NGOs and international organizations – coordinates the activities of the State Fund. The purpose of the State Fund is to issue compensation, and finance protection, assistance and rehabilitation measures. The State Fund provides legal and psychological assistance (including rehabilitation and reintegration programmes), medical services, shelter services, compensation in the amount of 1,000 lari, legal services and hotline services to statutory victims of trafficking (Geo 22, p. 37). Article 17 of the Law on Combating Trafficking outlines various competencies of State agencies and Article 18 outlines assistance and rehabilitation measures.

Shelter

Article 19 of the Law on Combating Trafficking establishes a Service Agency for the Victims of Human Trafficking (Shelter) to provide assistance and protection services to victims of trafficking covered by the State Fund, and entitles any natural person or legal entity to establish a private, not-for-profit shelter in accordance with legislative standards to ensure security of victims. Part 2 (1.1–1.13) of the NRM sets out key standards of shelter services. The State Fund has two shelters for victims of trafficking – one in Batumi (opened in 2006) and one in Tbilisi (opened in 2007) (Geo 10, p. 56). The shelter in Tbilisi can accommodate up to 10 beneficiaries, and the shelter in Batumi can serve 10 adults and their dependents. At the time of research, the Tbilisi shelter was accommodating one victim of trafficking.

Both shelters were monitored by the Department of Gender Equality of the Office of the Public Defender (Ombudsman) of Georgia in 2015, with a view to identifying the shelters' strengths and weaknesses, and the needs of beneficiaries. Through the use of beneficiary questionnaires and information provided by the State Fund, the Public Defender's report revealed that in almost all cases, the three-month term of stay is extended to six months or one year depending on the length of legal procedures, problems relating to documents of foreign citizens, security reasons or rehabilitation processes. A key point raised was the fact that the shelters also cater to victims of domestic violence; according to 2014–2015 data, the Tbilisi and Batumi shelters were used by more victims of domestic violence than victims of trafficking, leading to some difficulties and the need to strengthen services to cater for particular rehabilitation and socialization needs (Geo 30, pp. 2–4). Only two interviewees raised this issue: one thought that services offered to victims of trafficking and victims of domestic violence should not be merged given the different needs of both. However, another stated that there were advantages in mixing the two groups; victims of trafficking were more relaxed being accommodated with others, and sheltering the two groups jointly

was considered an effective means of raising awareness of trafficking risks among a group vulnerable to trafficking – being victims of domestic violence.

State shelters are only available to recognized (statutory) victims of trafficking, resulting in a delay between identifying victims of trafficking and providing them with shelter upon their official designation of victim status. In the interim period, victims stay at the shelter of the Anti-Violence Network of Georgia (AVNG) and cannot be covered by the State Fund. In practice, the identification period can take longer than 48 hours. If this 48-hour identification period is extended, and if more victims are identified (e.g. as a result of strengthened labour inspectorate capacity to do so), then resources of the AVNG would be increasingly strained. At the time the in-country assessment was carried out, the AVNG was not able to accommodate male victims, though men will apparently be catered for when the AVNG shelter relocates to another building, with State support to do so. Respondents considered that it was unnecessary to have a dedicated shelter for men, who are supported to stay in government-rented apartments.

Interviewees reported steps taken to improve services offered to children at shelters in accordance with recommendations to do so. Following the recommendations of the Group of Experts on Action against Trafficking in Human Beings (GRETA) in 2012, Georgia amended the Law on Combating Trafficking to add Chapter IV on child victims including individual risk assessment on the basis of their best interests (Article 18(6)), emphasizing that a person is to be treated as a minor where there are reasonable grounds to believe that he or she is a minor (Article 18(7)). A special working group was established under the Interagency Coordination Council, to develop documents and draft legislation for activities to combat trafficking of children living and working on the streets. The 2015–2016 NAP contains specific provisions for preventing child trafficking. Child victims (as well as accompanying children of trafficked parents) are provided with guardianship if necessary, and receive accommodation, education and support tailored to their needs. Children who are not Georgian citizens may be provided with residence permits, pursuant to Article 24 of the Law on Combating Trafficking (Geo 10, pp. 4, 16–17, 24; Geo 21, p. 49).

Reflection period

Part 2 (3.1) of the NRM, Article 12 of the Law on Combating Trafficking and Article 50 of the Criminal Procedure Code entitle trafficked victims to a 30-day deliberation term/reflection period from the date of application to a shelter, during which they are not liable under Article 371 of the Criminal Code. During the reflection period, the Ministry of Justice grants temporary residence permits based on a motion of the Service Agency for Victims of Human Trafficking (Shelter) or a body in charge of proceedings. If a victim decides to cooperate with law enforcement agencies, a residence permit and right to work in Georgia is granted until the completion of criminal and/or civil proceedings. In 2012, GRETA recommended that Georgia systemically inform victims of the possibility to use a reflection period and effectively grant them such a period, and expand the aims of the 30-day reflection period to include victim recovery, in line with

the European Convention (Geo 21, p. 49). In response, Georgia noted that Police, mobile groups and the State Fund inform victims of reflection and compensation rights in writing and during their first interview, and that in practice, the reflection period also allows victims to recover with physiological assistance, proper living conditions, and rehabilitation and reintegration programmes (Geo 22, pp. 41–42).

Compensation and legal assistance

Article 14 of the Law on Combating Trafficking guarantees (statutory) victims of trafficking access to justice, information, rights, lawyers and interpreters; free legal aid; protection of security; confidentiality; and special protection measures in accordance with the Criminal Procedure Code. Article 16 states that (statutory) victims of human trafficking have the right to request reimbursement of moral, physical or material damages in accordance with the Civil Procedure Code and the Criminal Procedure Code (Article 16(1)). Where impossible to reimburse damages under that paragraph, compensation will be awarded from the State Fund (Article 16(2)). Part 2 of the NRM also concerns compensation. After statutory victim status is granted, victims may claim compensation granted by the State Fund in accordance with legislatively prescribed procedures (2.1). Compensation is not dependent on the cooperation of victims (2.2), nor does compensation from the State Fund restrict the statutory victims' right to claim material, moral and property damages (2.3). Procedures for granting compensation are set out in the NRM (2.4 to 2.6), with the amount specified from the State Fund being 1,000 lari (2.7). The Rules and Amounts for Compensating Victims of Trafficking, adopted in November 2006, state that compensation obtained by traffickers (which can be obtained by statutory victims through civil lawsuits for damages) does not exclude victims from receiving a one-off compensation payment of 1,000 lari from the State Fund. Nor does one-off compensation exclude victims from seeking other reparation for damages from the trafficker (Geo 22, p. 44). According to Article 13(5) of the Law on Combating Trafficking and Article 52 of the Criminal Code, property that was obtained through illegal means can be confiscated. Compensation of 1,000 lari from the State Fund is provided for statutory victims where compensation from the perpetrator is not possible. Article 411 of the Civil Code states that damages shall be compensated for property loss and profit loss.

In 2012, GRETA recommended that authorities provide information to all victims of trafficking concerning possibilities of obtaining compensation, and ensure they have effective access to legal aid to avail of the compensation from the State Fund or traffickers, through civil or criminal proceedings (Geo 21, pp. 49–50). Authorities responded that victims are provided with information on obtaining compensation and free legal services from the State Fund during informational meetings, through TV and radio programmes on trafficking, and are provided by consular officers in foreign countries. Authorities noted that 6 victims were provided with compensation in 2012, 21 in 2013 and 9 in 2014 (Geo 22, p. 44). The Government of Georgia reported that in 2014–2015, 25 persons received legal consolation, 10 persons received protection of legal interest and 27 received compensation (Geo 31, p. 4).

Residence, return and repatriation

Article 24 of the Law on Combating Trafficking and Ordinance No. 520 on Approving Procedures for Reviewing and Deciding the Granting of Residence Permits govern residence permits. A person must apply for a residence permit 40 days before his or her lawful stay expires and under Article 9 of the Law on Combating Trafficking requires a petition from the agency providing services to victims or the authority conducting proceedings. The Guidelines for Law Enforcement on the Investigation and Prosecution of Trafficking Cases and Treatment with Victims and Statutory Victims of Trafficking in Human Beings (hereinafter referred to as the Guidelines for Law Enforcement) recommend that law enforcement bodies ensure granting of temporary residence permits to victims of trafficking. Also, according to Article 15(f) of the Law of Georgia on the Legal Status of Aliens and Stateless Persons, a special residence permit is issued to aliens reasonably assumed to be victims of trafficking or where there is reasonable doubt. Point 2.2.1 of the 2015–2016 NAP gives responsibility to the Ministry of Justice and the MIA, “[I]n case of necessity, providing temporary residence permits for TIP victim/statutory victims, who are citizens of foreign states or stateless.” Authorities reported to GRETA that persons are informed systematically and in an institutionalized manner in writing as well as during the first interview of residence options (Geo 22, p. 42). In the present assessment, two respondents noted that residence permit issuance is well managed by the Ministry of Justice, with seven victims of trafficking reportedly issued with residence permits in 2015.

The 2015–2016 NAP refers to “voluntary and safe return of [victims of trafficking] to places of their habitual residence and support of their rehabilitation”. Authorities reportedly cooperate with IOM in return and repatriation of victims to their countries of origin. Article 21 of the Law on Combating Trafficking concerns safe repatriation of Georgians or persons permanently residing in Georgia who have become (statutory) victims. Consular officers and diplomatic representatives are to cooperate with the Ministry of Justice and other State agencies to issue identification cards and documents to Georgian victims for their safe return to Georgia (Article 21(1)) and State agencies of Georgia are to cooperate with foreign countries, international organizations and NGOs in returning non-Georgians to their respective countries from Georgia (Article 21(2)). Safe repatriation is also addressed under Part 2 of the NRM. The Interagency Coordination Council issued the Guidelines for Law Enforcement in 2014 on safe returns based on risk assessments. The 2012 Law on Refugees and Humanitarian Statuses may also be relevant; humanitarian status may, in some situations, apply to victims of trafficking (Geo 10, pp. 25–26, 67).

Rehabilitation and reintegration

According to the Strategy for Rehabilitation and Social Reintegration of the (Statutory) Victims of Trafficking in Persons, rehabilitation is understood to mean:

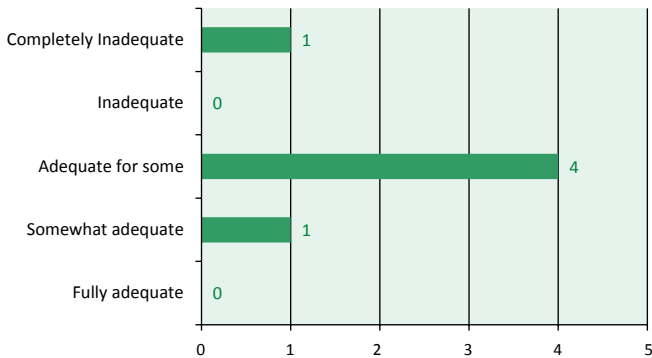
recovery of physical and mental health of the (statutory) victim of trafficking in persons through the service, free medical and psychological assistance provided to him/her either in a shelter or outside of it.

Reintegration is defined as:

dignified return of (statutory) victim of trafficking in persons to his/her family and/or common social life, through the provided assistance, and raising level of his/her social functioning (gaining the skills which will help him/her to find a job, etc.).

According to the Strategy, activities are coordinated by the State Fund, which holds a rehabilitation and reintegration meeting every three months (section 1 of the Strategy). The role of the State Fund, local NGOs, international organizations and social workers is confirmed in section 2. An individual reintegration plan is designed with all relevant actors, and submitted to the State Fund for approval (section 3). The State Fund receives quarterly reports, written information from actors and funds the services provided (section 4). Social workers are involved in the elaboration of the social reintegration plan and its implementation together with the statutory victim, and request any needed services from relevant organizations on his or her behalf. If they are unable to provide services, the State Fund considers financing implementation of the plan, up to 2,000 lari per victim (section 5). Local NGOs and international organizations are to participate in the reintegration process (section 6). The State Fund is to maintain a database of social workers and designate social workers to individual victims. Monthly reports about expenditures are to be submitted to the State Fund and service providers. After completion of the plan, the social worker may have regular communication with the victim (section 7). Implementation is monitored by the State Fund as well as participating international organizations and NGOs (section 8) (Geo 14).

Q. 4.1.8. Support to integrate into the country of destination



Questions on protection and assistance

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
4.2.1. Male and female victims of trafficking receive the same level of services	2	4			
4.2.2. Foreign and national victims of trafficking receive the same level of services	3	3			
4.2.3. Victims who cooperate with authorities and victims who do not cooperate receive the same level of services	2	3	1		
4.2.4. Victims of trafficking for sexual exploitation and for non-sexual forms of trafficking receive the same level of services	2	3	1		
4.2.5. There are adequate and effective procedures and protocols in place for supporting victims	1	4			

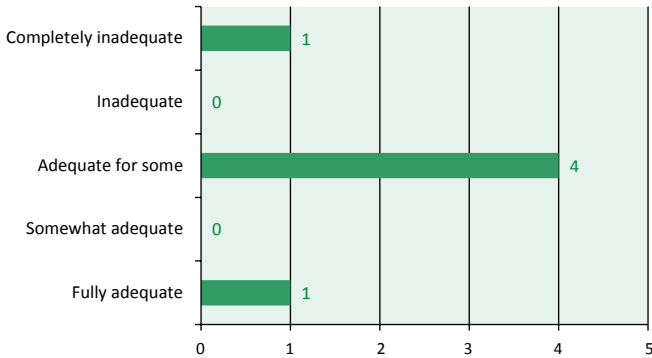
Notes: Total survey respondents: n=6.
Total respondents to these questions: n=6.

The Government of Georgia pointed to several examples of reintegration of victims of trafficking through vocational training and access to the labour market. It noted that six victims who were accommodated in the shelters in Batumi and Tbilisi were employed in furniture production, commercial construction and the service sector with the assistance of the State Fund, and that four undertook felt work and Turkish language courses. Further, one minor (accompanied by a victim) graduated from school and entered university. A woman was tutored at the Batumi shelter and passed the national exams and entered the Faculty of Law in Batumi Shota Rustaveli State University.

Despite a comprehensive framework for rehabilitation and reintegration, in practice, particularly for victims who live in remote areas, support may be limited to shelters, medical assistance and one-time payment of 1,000 lari (Geo 5, p. 7). In 2012, GRETA found that a low number of victims agreed to take part in rehabilitation and reintegration, and pointed to the need for sufficient and well-trained social workers (Geo 21, p. 49). During the interview process, one respondent mentioned that the number of social workers is inadequate. That respondent stated that the Government had committed several more social workers (67), but that the number would not be enough; the Government of Georgia clarified that it would be increasing the current number of social workers (236) by 70 in 2016, resulting in 306. The respondent also pointed to the need to train social workers and ensure that their salaries are commensurate to the work

they do. A survey respondent also noted that medical care, education/job/skills and vocational training, and support to integrate were “completely inadequate”, noting that although aware of the existence of a package of medical and psychological services, she had not seen or heard of it being offered in practice.

Q. 4.1.7. Education/Job/Skills/Vocational training



Monitoring

Section 2.1.1 of the 2015–2016 NAP concerns monitoring of functioning of shelters and developing of reports based on the monitoring; the leading agency for which is the State Fund. Section 2.2.3 specifies assessment and improvements of the programmes of rehabilitation and reintegration in accordance with new trends; the leading agencies for which are the Interagency Coordination Council and the State Fund, in partnership with interested local NGOs and international organizations. During the interview process, it was noted that rehabilitation and reintegration plans are constantly revised and updated, and reports are prepared. It was also noted that locked suggestion boxes – in which shelter residents can drop their written feedback – are available at the shelters. The Department of Gender Equality of the Office of the Public Defender have monitored shelter services (referred to above). Otherwise, interviewees referred to actions taken in response to recommendations made by the US Department of State Trafficking in Persons (TIP) Report and the GRETA reports. The Interagency Group was flagged as an effective monitoring mechanism that should be used at least annually. Another respondent was not sure whether there was adequate monitoring in place.

Protection and assistance indicators

		FRAMEWORK Indicators		OPERATIONAL Indicators	
		Level 1	Level 2	Level 1	Level 2
2.1	Funding for protection and assistance (shelter) services	State budget provides allocation for direct protection and assistance services	State budget provides allocation for NGO/ civil society support services	Committed budget allocation partially meets funding needs	Committed budget allocation fully meets funding needs
2.2	Accessibility of temporary protection and assistance services specific to trafficked persons	Full package of services is available (medical, psychosocial, legal) within a shelter setting	Full package of services (medical, psychosocial, legal) is available to victims not in shelters	Some services are available to most victims of trafficking, with few conditions	All services are available to all victims of trafficking with no conditions
2.3	Long-term rehabilitation, reintegration and return services	A framework for rehabilitation and reintegration is in place	A framework for residence and return is in place	The State provides adequate support for rehabilitation and reintegration	The State is adequately involved in carrying out safe and voluntary return
2.4	Differentiation of protection and assistance services	Protection and assistance services are differentiated according to specific needs	Specific needs of children (e.g. best interests determination of the child) and non-citizens (e.g. residency) are addressed	Protection and assistance services meet some specific needs of some persons	Protection and assistance services meet all specific needs of all persons
2.5	Appropriate standard of protection and assistance services	A minimum standard of protection and assistance services is specified	A framework for monitoring protection and assistance services is in place	Protection and assistance services are monitored by internal evaluation	Protection and assistance services are monitored by external evaluation (including victim feedback)

Note: Green background denotes areas identified for potential improvement.

2.3. Investigation and prosecution

Georgia is party to key international instruments, though has not yet ratified or acceded to the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

International instrument	Year of ratification/ accession by Georgia
UNTOC — United Nations Convention against Transnational Organized Crime (2003)	2006
Trafficking Protocol — Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (2003)	2006
ICCPR — International Covenant on Civil and Political Rights (1976)	1994
ICESCR — International Covenant on Economic, Social and Cultural Rights (1976)	1994
ICERD — International Convention on the Elimination of All Forms of Racial Discrimination (1969)	1999
CEDAW — Convention on the Elimination of All Forms of Discrimination against Women (1981)	1994
CAT — Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (1987)	1994
CRC — Convention on the Rights of the Child (1990)	1994
CRPD — Convention on the Rights of Persons with Disabilities (2008)	2014
ICRWM — International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (2003)	Not signed, ratified, accessed
COE Trafficking Convention — Council of Europe Convention on Action against Trafficking in Human Beings [CETS No. 197] (2008)	2007 (ratified)
C029 — Forced Labour Convention 1930 (No. 29)	1993
C105 — Abolition of Forced Labour Convention 1957 (No. 105)	1996
C182 — Worst Forms of Child Labour Convention 1999 (No. 182)	2002

The police are responsible for investigating trafficking and related crimes under the supervision of the Chief Prosecutor's Office. The Division for Combating Human Trafficking and Irregular Migration was created in 2015 within the Central Criminal Police Department of the MIA (Geo 10, p. 72). In January 2014, a task force for combating human trafficking was established in the Adjara region within the Central Criminal Police Department to take proactive investigation measures in the western region of Georgia, most of which have reportedly concerned sexual exploitation of victims from Central Asian countries. Staff are responsible for identifying potential victims and controlling and interviewing deported Georgian nationals at the Sarpi border crossing point and the Tbilisi international airport (Geo 10, p. 44; Geo 22, p. 35). A task force was also created in the Adjara region, consisting of seven detective investigators and five prosecutors, to jointly reveal facts of trafficking (Geo 10, p. 74). The Government increased the number of the MIA anti-trafficking mobile groups from three to four (Geo 10, p. 73). Limited investigative capabilities of law enforcement personnel have been noted to hamper investigations with concerns raised about investigators focusing on evidence gathering via victim interrogation, rather than interviewing them to determine whether they are potential victims (Gen 1).

Legislative framework

Trafficking in persons is defined by Article 143-i of the Criminal Code as:

purchasing, or selling of a person or subjecting him/her to other illegal deals, as well as enticing, conveying, hiding, recruiting, transporting, handing over, harbouring or receiving a person by means of threat, violence, or other forms of coercion, abduction, blackmail, fraud, deception, using vulnerable position of a person or by abusing power, granting or receiving remuneration or other benefits, to obtain the consent of a person capable to influence another, for the purpose of exploitation.

Article 3(a) of the Law on Combating Human Trafficking confirms the definition in the Criminal Code, and confirms that the victim's consent is irrelevant. In 2015, the Government criminalized the use of services of a trafficked person in Article 143-iii of the Criminal Code, though the provision has not been used yet. Article 30 of the Constitution was amended on 27 December 2005, to protect the labour rights of Georgians abroad, with a view to preventing human trafficking (Geo 8, p. 66). On 29 May 2014, a note elaborated by the working group under the Interagency Coordination Council on Article 143-i of the Criminal Code was enacted to define the term *exploitation*, essentially listing all those forms included in the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime. Sanctions were also revised to include supplementary sanctions for trafficking; deprivation of the right to occupy a position or pursue a particular activity for three years instead of two years (Geo 22, p. 34).

Legislative gaps

During interviews, it became apparent that there is some confusion surrounding the definition of “trafficking in human beings” and how it is applied, despite the addition of an explanatory note in 2014 to clarify the meaning of “exploitation”. One respondent stated that two elements are sufficient to establish trafficking (e.g. transportation and exploitation), though another said that the offence includes three elements, posing challenges for practitioners who are not trained to establish the subjective “purpose” of exploitation as opposed to the objective occurrence of exploitation. Another stated that while legislation makes a clear distinction between THB and smuggling of migrants, in practice victims of trafficking may be misidentified as irregular migrants unless they self-identify. Similarly, one respondent noted that while the definition is adequate, in practice there are blurred lines between a victim of trafficking for the purpose of forced prostitution and a person who has been lured into prostitution such that the same situation may be treated differently. It was noted that recommendations for the judiciary are currently being drafted to attempt to standardize approaches.

Questions on the legal framework to investigate and prosecute trafficking in human beings

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
5.1.1. The national definition of "trafficking in persons" is adequate and appropriate	2	4			
5.1.2. The forms of trafficking in persons that occur are effectively criminalized in law	3	1	1		
5.1.3. The legal framework to address trafficking and related issues is adequate and effective	1	4			

Notes: Total survey respondents: n=6.
Total respondents to these questions: n=6 / 5.

Non-criminalization

Article 15 of the Law on Combating Trafficking concerns the exemption of (statutory) victims of trafficking from certain criminal liability. Trafficked victims are reportedly not subject to criminal liability for committing crime under Article 344 (illegal crossing of Georgian border) of the Criminal Code and under Article 362 (use of false documents), or under the Administrative Violations Code. These exemptions apply to violations committed due to a person being a victim of trafficking, before being granted that status. Prostitution is an administrative offence in Georgia; one interviewee noted that there is no penalization of sex workers under the legislation. However, the US Department of State TIP Report

noted that in 2014, “[p]olice fined large numbers of women in prostitution, many of whom were not screened for human trafficking, and potential victims may have been compelled to testify against pimps and brothel owners” (Gen 1).

Investigations, prosecutions and convictions

In 2015, the Government of Georgia reported the number of investigations and prosecutions from 2014 to 2015 as follows (Geo 31, p. 4):

	2014	2015
Investigations	13	18
Prosecutions	5	5
Cases sent to Court	4	3
Convictions	4	3
Convicted persons	6	3
Statutory victims of trafficking	7	8

During the interview process, State authorities confirmed that the number of investigations is increasing every year, from 10 in 2012 to 18 in 2015. Respondents reported that offences may initially be classified as trafficking under Article 143-i of the Criminal Code, but then be reclassified as “providing a venue for prostitution” under Article 254. During the interviews, Article 143-iii (which tackles criminalization of the use of the services of a trafficked person) was mentioned as having never been used. This provision is new and considered to be difficult to apply given that prior knowledge is a precondition – no evidence had been achieved of this so far. It was also mentioned that most users of the services of sexually exploited trafficked victims come from Turkey and leave after they have used the services, meaning investigations cannot be instigated owing to lack of sufficient evidence.

Training and capacity-building

The 2015–2016 NAP places heavy emphasis on training criminal justice practitioners, designating several agencies as responsible authorities (in partnership with interested local NGOs and international organizations) to lead the process, including the Chief Prosecutor’s Office, the Interagency Coordination Council (Ministry of Justice), the MIA, the High School of Justice, the State Fund and the Ministry of Foreign Affairs. The Government of Georgia emphasized that ministries, as well as NGOs and international organizations, cooperate to analyse and identify training needs, topics and target groups, and to develop training materials and implement training.

Extensive training of criminal justice practitioners has been delivered by local NGOs and international organizations (Geo 22, p. 20). Government authorities reported to IOM that in 2014, the Government trained peacekeepers (March), 24 law enforcement officers and prosecutors (March), and 12 law enforcers from the task force (April–May). NGOs, in cooperation with partners such as IOM, the US Department of State Bureau of International Narcotics and Law Enforcement Affairs (INL), and the Interagency Coordination Council organized training sessions, including for four investigators on victim identification (July 2014) and 18 members of mobile groups (July 2014); 20 prosecutors (September 2014); and law enforcers from the MIA and the Chief Prosecutor’s Office on the principles of proactive identification and investigation (December 2014) (Geo 31, pp. 1–2). In February 2015, the staff of the Division for Combating Human Trafficking and Irregular Migration attended courses on money laundering and on mixed migration flows. Six representatives of the Central Criminal Police Department of the MIA and three from the Chief Prosecutor’s Office attended the training on identification and cooperation with trafficked victims in Budapest (May 2015); 10 persons from the Central Criminal Police Department of the MIA participated in the training on money laundering in relation to trafficking (June 2015); and two representatives attended the training on international police cooperation in trafficking cases in Zagreb, Croatia (June 2015). Training on migrant smuggling, human trafficking and illegal border crossing was held for 21 law enforcers, prosecutors and border personnel (July 2015); 13 shelter and State Fund staff were trained on the social, legal and psychological aspects of assisting trafficking victims (July 2015); 3 participants from the Central Criminal Police Department attended the training on identification of organized crime, collecting testimonies and international cooperation (July 2015); 9 policymaking officials, 20 officers from the Patrol Police Department and 19 prosecutors participated in the IOM three-day training on identifying child victims and combating trafficking in children (July 2015). Nineteen shelter staff and migration officers participated in the training on legal mechanisms to combat trafficking (July 2015). Eight representatives from the Ministry of Justice (1), the Ministry of Interior (2), the Chief Prosecutor’s Office (3), the State Fund (2) received training on analysis of the trafficking database to strengthen statistical analysis (August 2015). Twenty-nine participants attended the training on combating trafficking and assisting victims (August–September 2015). Fifty participants received training on labour conditions, forced labour and human trafficking (September 2015), and one representative of the State Fund was trained on migration and the economy in the framework of the project Enhancing Georgia’s Migration Management (ENIGMMA) (December 2015) (Geo 31, pp. 2–3).

Questions on the training and capacity-building of criminal justice practitioners

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
5.1.6. Training and capacity-building mechanisms for law enforcers on trafficking issues are adequate	2	2	2		
5.1.9. Training and capacity-building mechanisms for prosecutors and judges on trafficking issue are adequate	2	2	2		

Notes: Total survey respondents: n=6.
Total respondents to these questions: n=6.

Notwithstanding this extensive training of criminal justice practitioners, interviewees noted that there remain some capacity gaps and challenges. Although some level of training has been institutionalized, anti-trafficking training is not adequately incorporated into training curricula, nor are practitioners adequately retrained. Practical challenges were noted in respect of key practitioners – training has not reached all border officials and judges were flagged as a specific category of practitioners in need of specific training. Investigators were noted as needing stronger interview skills. Joint training of prosecutors and judges was suggested as being of benefit in strengthening capacity and ensuring uniform understanding. Three practitioners mentioned high turnover of staff as a key challenge to capacity retention. Sustainability of training was questioned given the high reliance on international funds (specifically INL and IOM) to provide training. One respondent noted that though training sessions take place, their outcome is not clearly measured. This gap is apparent in the 2015–2016 NAP, which prioritizes capacity-building of professionals dealing with TIP (section 4.1 of the NAP), but measures the number of practitioners trained and training sessions delivered rather than increased capacity.

Victim-witness protection

Article 13 of the Law on Combating Trafficking states that proceedings are to be pursuant to the Criminal Procedure Code, and that closed hearings may be held and special protection measures may be taken. Article 67 of the Criminal Procedure Code states that special protection measures are to be provided for participation in criminal procedures in special circumstances, including for child victims or witnesses. Special protection measures could be where public hearings would infringe the personal life of participants of procedures; real threats to life, health or property if personal data will be publically available; or if the participant is dependent on the offender (Geo 10, p. 26). The Guidelines for Law Enforcement address the confidentiality of information about victims

of trafficking. Authorities report that statutory victims have the right to request protection of their own security and the security of their family members at any time. SOPs containing special measures and conditions to be undertaken by investigators and operatives while interviewing possible minor victims of trafficking were approved by the MIA in January 2015; these SOPs can close court proceedings to defend the interests of minors (Geo 10, pp. 21–22).

The services of victim-witness coordinators have also received attention (Geo 10, pp. 56, 68). Thirteen victim-witness coordinators participated in training sessions on trafficking and domestic violence, which were organized by the Chief Prosecutor's Office, the State Fund, the NGO Sakhli and IOM in March 2014. The role of victim-witness coordinators was emphasized by some respondents, with the view that these coordinators' role as advocates for victims needs to be strengthened and that currently they serve more as advocates for prosecutors. In this context, it was stressed that victim-witness coordinators should be engaged early, upon initial identification and questioning before victim status is allocated. Such an approach would be victim-centred and would increase the likelihood of successful criminal justice proceedings against traffickers. One interviewer stressed the need to strengthen cooperation between criminal justice practitioners and social workers and psychologists during court proceedings, and to impress upon police the value that such cooperation can add towards strengthening evidence.

Proactive and special investigative techniques

The 2015–2016 NAP emphasizes proactive investigation techniques under Strategy Number 4. Specified activities include joint consideration of concluded cases by relevant agencies to reveal new trends; implementing SOPs on identification of victims for investigators and operative officers; and implementing the Guidelines for Law Enforcement. Respondents stated that the creation of mobile groups and the task force are aimed at increasing proactive identification of victims of trafficking. During the assessment interviews, five respondents mentioned the work of investigative mobile groups composed of criminal police carrying out proactive identification; one stated that their work is proactive in that they monitor high-risk areas, including bars and brothels, to identify potential victims. The Government of Georgia reported that of the 18 cases that were initiated in 2015, 11 were reportedly identified through proactive measures. The US Department of State 2015 TIP Report noted a lack of systematic investigation by police in several cases of forced begging (Geo 1). This was confirmed during the interview process, with two respondents noting deficiencies with proactive investigations, one of whom noted that while reactive work is “perfect”, proactive work is weak and that situations of children in begging are not proactively pursued (particularly in the Adjara region). The lack of proactive investigations was noted alongside the heavy reliance on victim testimonies. Two respondents also noted that parallel financial investigations have not been undertaken in practice and that capacity to do so is weak but that training is being provided to address this. The Government of Georgia

subsequently emphasized that authorities regularly employ special techniques to investigate trafficking cases, and that relevant State agencies responsible for investigation (e.g. the MIA and the Chief Prosecutor's Office) use all investigative techniques available under the Criminal Procedure Code, special laws and regulations in relation to trafficking investigations.

Investigation and prosecution indicators

		FRAMEWORK Indicators		OPERATIONAL Indicators	
		Level 1	Level 2	Level 1	Level 2
3.1	Criminalization of trafficking in persons	Key international instruments (United Nations Convention against Transnational Organized Crime (UNTOC) and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, regional instruments where relevant) are ratified	Trafficking is criminalized in line with the international definition (e.g. key elements; most forms criminalized)	Trafficking law is used to prosecute trafficking cases	Convictions are achieved with sentences commensurate to the gravity of offence enforced
3.2	Non-criminalization/ Non-punishment of victims of trafficking	Non-criminalization of victims for acts committed while trafficked is codified in legislation	Irrelevance of victim consent to their exploitation is codified in legislation	There is evidence that victims of trafficking are not punished or penalized for acts resulting from trafficking	Awareness among criminal justice practitioners about the irrelevance of consent in trafficking prosecutions
3.3	Investigations, prosecutions and convictions carried out by competent authorities	Specialized actors/ institutions designated are competent in law or policy framework	Law or policy sets out clear roles of competent law enforcement authorities	Specialized institutions are operationally and strategically competent to carry out reactive investigations	Specialized institutions are operationally and strategically competent to conduct proactive investigation

		FRAMEWORK Indicators		OPERATIONAL Indicators	
		Level 1	Level 2	Level 1	Level 2
3.4	Capacity of criminal justice practitioners	Legal/policy framework mechanism provides for anti-trafficking training	Anti-trafficking training is tailored to national needs and capacity gaps	Criminal justice practitioners receive one-off/occasional training	Criminal justice practitioners receive regular or ongoing training
3.5	Special investigative techniques	Legislation on the use of special investigative techniques against trafficking	Law or policy guidance on the application of special investigative techniques to human trafficking investigations	Authorities are aware of and/or have occasionally employed special investigative techniques	Authorities regularly/routinely employ special investigative techniques

Note: Green background denotes areas identified for potential improvement.

2.4. Prevention

Article 5 in Chapter II of the Law on Combating Trafficking sets out mechanisms for preventing human trafficking, including socioeconomic measures, addressing root causes, conducting research and data, improving regulation of migration, risk reduction of irregular labour migration and human trafficking, including trafficking in school curricular and special training courses. Article 6 of the Law on Combating Trafficking sets out the respective competencies of States agencies in respect of prevention activities. Furthermore, strategic goal 1 of the 2015–2016 NAP concerns the prevention of THB.

Media involvement and awareness-raising campaigns

Objective 1.1 of the NAP is to raise public awareness of combating trafficking in persons. To achieve this objective, activities in schools and higher education institutions are outlined; information is disseminated on television and the radio; leaflets are distributed at public service halls, in diplomatic and consular units of Georgia in other countries, among accredited Georgian diaspora organizations, in tourism information centres, at border crossings, in community centres and elsewhere; public discussions are conducted in secondary, higher and professional education institutions; moot court competitions are held; information meetings on risks of THB are conducted; a website of information about combating trafficking is created; the Labour Code is revised; and events on European and world anti-trafficking days are held.

Extensive awareness-raising activities have been undertaken in the last few years throughout Georgia, notably including the incorporation of content on trafficking and safe migration in school textbooks for grades 9 and 10. Awareness-raising has also been done through radio and TV campaigns, roundtable events, dissemination of printed materials in several languages, school activities, outreach projects (e.g. with children living and working on the streets), grants awarded to local NGOs and through the Interagency Coordination Council's Common Information Strategy for raising awareness among vulnerable groups (Geo 10, pp. 18, 33, 41–42; Gen 1). During assessment interviews, respondents underlined that counter-trafficking is taught as a subject so that young people and teachers have information about it, with information meetings held in schools and universities. It was also mentioned that 5,000 information brochures in different languages (Armenian, Azerbaijani, English, Georgian and Russian) were disseminated in June 2015, and another 15,000 in December 2015, as well as T-shirts, bags and other awareness-raising materials. Raising awareness has been targeted particularly at vulnerable people, including those living in rural areas, through meetings in schools and women's organizations in rural areas. Potential migrants to Greece and Turkey have been equipped with materials that alert them about risks of trafficking, as well as with advice on living in those countries and contact information for support. Meetings and training sessions have been held in key regions with local governments, journalists (including on how to report responsibly on THB) and NGOs. Interviewees perceived that awareness-raising campaigns have been extensive and effective, resulting in increased awareness of the State Fund and the MIA's Division for Combating Human Trafficking and Irregular Migration. The Government of Georgia underlined that the Common Information Strategy includes media representatives as a priority target group for awareness-raising activities.

Survey respondents were generally positive about awareness-raising measures, though less so in relation to media involvement. Half of all survey respondents "strongly agreed" that awareness-raising measures are adequate and effective (n=3) and the other half "agreed". Notwithstanding these commendable efforts, three interviewees mentioned awareness-raising as the key challenge to effective counter-trafficking and half of all interviewees (n=5) mentioned awareness-raising among their key recommendations to strengthen counter-trafficking response in Georgia. Their comments related to targeting specific groups, for instance, foreigners within the country and people leaving the country. Participants also mentioned the value of engaging new partners to raise awareness, including companies that are responsible for protecting their employees from exploitation; the media, to ensure sensitive and responsible reporting on trafficking; school directors, doctors and other key people in municipalities; and Church leaders.

Questions on awareness-raising and media involvement in awareness-raising campaigns

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
6.1.3. Prevention programmes to raise awareness of the risks of trafficking are adequate and effective	3	3			
6.1.4. Media involvement in awareness-raising about the risks of trafficking in human beings is adequate and effective		2	3	1	

Addressing vulnerability and root causes

The prevention focus of the 2015–2016 NAP is on awareness-raising, with no wider focus on addressing vulnerability and root causes, with the exception of Objective 1.2 concerning the identification of children working and living on the streets and informing minors regarding THB. The Public Service Development Agency reportedly ensures registration of children of Georgians and stateless persons; the Ministry of Justice has opened service centres in towns and villages to facilitate registration of persons born outside of the medical setting. Special mobile groups also engage with children living and working on the streets (Geo 10, p. 17). In this context, one interviewee mentioned current efforts to implement a referral mechanism for vulnerable children, strengthen legislation to provide them with identification documents and remove them from vulnerable situations.

Several groups have been identified as vulnerable in Georgia, including potential migrants, commercial sex workers, unemployed women, female irregular migrants from Central Asian countries, juvenile females, children, and IDPs (Geo 16, p. 8; Geo 10, p. 4; Geo 21, p. 48). One interviewee particularly noted the vulnerability of poor people in remote areas of the Adjara region, where people go to work illegally in Turkey, pointing to the need to eradicate poverty as the key preventative measure.

Several efforts have also been undertaken to increase government support for IDPs. The Law of Georgia on Internally Displaced Persons from the Occupied Territories of Georgia was amended in March 2014 to clarify issues and enhance protection of IDPs against discrimination. In recent years, the budget for housing IDPs has significantly increased and efforts to provide livelihood opportunities have also been increased with the establishment of a legal entity of public law on the livelihoods of IDPs (Geo 22, pp. 25–26). One interviewee mentioned focus on ethnic minorities in remote villages and training provided to minors and IDPs, as well as plans to have meetings in conflict-affected regions and the Adjara region. One interviewee also mentioned that social workers work with victims

of trafficking, as well as with people vulnerable to being trafficked (including victims of domestic violence, old and young people, and people with disabilities), reporting that the number of social workers (225 throughout Georgia) needs to be increased.

The work of the NGO Tanadgoma in building trust with commercial sex workers has been commended as something the Government and international organizations should build upon in raising awareness (Geo 18, pp. 6–12). One survey respondent stressed that victims of domestic violence are vulnerable to THB, and that having combined shelters for victims of trafficking and violence is an effective means of providing information to people about the risks of trafficking. Survey respondents were not positive about measures to address root causes and vulnerability; one stated that “root causes are not addressed” and another stated that “no prevention work is noticeable beyond some awareness (brochures and information meetings)”.

Questions on addressing the root causes and vulnerability

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
6.1.1. Prevention programmes to address root causes are improving		1	3	2	
6.1.2. Prevention programmes to address vulnerability are appropriately targeted to vulnerable populations		2	3	1	

Notes: Total survey respondents: n=6.
Total respondents to these questions: n=6.

In relation to prevention, the Government of Georgia emphasized that a key priority given to elimination of discrimination, as signified by the National Human Rights Strategy for 2014–2020 and the adoption in 2014 of the Law of Georgia on Elimination of All Forms of Discrimination, as well as subsequent legislative amendments to other instruments to eliminate all forms of discrimination and ensure equal enjoyment of rights prescribed by law irrespective of race, skin colour, language, sex, age, citizenship, origin, place of birth or residence, property or social status, religion or belief, national, ethnic or social origin, profession, marital status, health, disability, sexual orientation, gender identity and expression, political or other opinions, or other characteristics.

Research to understand root causes and drivers

Article 8 of the Law on Combating Trafficking provides for the establishment of a unified information database to identify and systematize existing information on traffickers. The database is to be a criminal intelligence database to include information on the number of trafficking crimes, information on persons who are criminally prosecuted, statutory victim information (gender, age and citizenship), the places where crimes are committed, and forms of exploitation (Geo 22, p. 24). No interviewees or survey respondents mentioned the unified information database, though one mentioned that data is collected and coordinated by the Secretariat of the Interagency Coordination Council and analysed by the MIA.

The 2015–2016 NAP does not mention research or data collection. However, the NAP is itself reportedly elaborated on the basis of reports and risk analysis of the previous plan, and the Interagency Coordination Council periodically produces implementation reports. An MOU was concluded between Tbilisi State University (TSU) and the Migration Commission headed by the Minister of Justice, also addressing trafficking. The TSU provides a master's degree programme in public international law, which includes a two-semester course on trafficking. Several subjects covered at the bachelor's and master's levels were also noted as including trafficking as a subject (Geo 10, pp. 33–34).

Four interviewees responded that research institutions are not involved in research on the root causes and drivers of trafficking. They explained that there is no structure or designated agency or institution responsible for research; some research by international organizations (including IOM) was mentioned. Data from a joint research report of IOM and the US Department of State in 2011 suggested that girls and young women from the Kvemo Kartli region were trafficked to Turkey for sexual exploitation after being sold to recruiters or directly to traffickers by family members, relatives or acquaintances, raising questions about community attitudes towards the position of women and girls in society and whether girls and women in that part of Georgia may be at particular risk of trafficking. More research is required towards targeted prevention efforts (Geo 15, p. 14). No State-led research was mentioned, with respondents explaining that there is a tendency for State actors to rely on NGOs and international organizations to conduct research.

In relation to what research gaps would be useful to fill, respondents flagged hotspots for trafficking and conditions that create vulnerability to trafficking, forced labour and where it happens (with speculation that it occurs in agriculture rather than construction needing verification through research). It was suggested that the State should conduct research in cooperation with non-State actors to ensure that findings are balanced.

Questions on research and data collection

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
6.1.5. State authorities conduct adequate research and data collection into the root causes of trafficking		2	3	1	
6.1.6. Non-State actors and institutions conduct adequate research and data collection into root causes of trafficking		4	1	1	

Notes: Total survey respondents: n=6.
Total respondents to these questions: n=6.

Addressing demand

Demand is reportedly addressed through education, specifically by teaching social subjects (e.g. civil education, history and geography) in school (Geo 10, p. 40). Article 143-iii of the Criminal Code criminalizes the use of services provided by victims. Although the provision has not yet been applied, one interviewer stressed the deterrent value of the provision. In the context of the 2013–2014 NAP, the National Tourism Authority (under the Ministry of Economy and Sustainable Development) disseminated 40,000 flyers in five languages through tourism offices including information about Article 143, and training on the provision was reportedly provided to diplomatic personnel (Gen 1; Geo 10, p. 43). To incentivize people to provide evidence, persons who cooperate with law enforcement are absolved from liability under Article 143-iii. Interview respondents noted a key challenge in the application of Article 143-iii as the fact that users of sexual services provided by victims of trafficking, particularly in the Adjara region, are both from the general (male) population and the foreign population, with demand coming from tourists from Turkey and the Islamic Republic of Iran. However, another respondent spoke about demand for sexual services within the Georgian population, attributing it to negative views about premarital sex, particularly among females and later age of marriage, resulting in several men beginning their sexual life through sex workers.

In the context of trafficking for labour exploitation, the 2015–2016 NAP provides for the establishment of a labour inspectorate in conformity with international standards. The Ministry of Health, Labour and Social Affairs drafted a project to approve monitoring of labour conditions to prevent forced labour and to raise awareness of trafficking among employers and employees (Geo 10, p. 44). A June 2015 report developed in the framework of the EU-funded ENIGMMA project by the International Centre for Migration Policy Development proposed that a regulation on employment agencies for Georgian migrants abroad should be introduced and their work must be permanently monitored to prevent labour

exploitation (Geo 23, p. 71). An interviewee mentioned a new regulation obliging companies to register as intermediate companies if they send people for employment abroad. Another mentioned the founding of the Corporate Social Responsibility Club in May 2015 with activities to raise awareness about the UN Global Compact, and advantages of corporate sustainability.

Migration management measures

Georgia's commendable work to combat corruption has resulted in reduced use of fraudulent documents (Geo 15, p. 14). The Law on the Legal Status of Aliens and Stateless Persons was enacted in 2014 partly in response to recommendations from international organizations to better regulate legal migration to Georgia and prevent irregular migration. To obtain a Georgian visa, a migrant is to fill out a visa application form that should be accompanied by documents confirming the purpose of visit; for labour activities, documents verifying the duration of labour and amount of remuneration should be submitted (Geo 22, pp. 31–32).

The National Migration Strategy emphasizes that migration management is a key priority, including by encouraging legal migration through study programmes abroad (Geo 10, p. 35). The Government approved the final text of the 2016–2020 National Migration Strategy developed within the framework of the State Commission on Migration Issues on 11 December 2015. Several migration management projects are being implemented in Georgia that may have indirect impact on reducing exploitation of migrants to and from Georgia, including the IOM project on reinforcing capacities of the government in border and migration management (More for More), and the EU-funded ENIGMMA project to strengthen migration governance in line with the Visa Liberalization Action Plan. Both projects began in December 2013, and will run until mid-June 2017. Another project is being implemented on strengthening the development potential of the EU Mobility Partnership in Georgia through targeted circular migration and diaspora mobilization, with a view to testing a circular migration scheme between Germany and Georgia for potential replication for other initiatives.¹

¹ More information about these projects is available at the State Commission on Migration Issues website: http://migration.commission.ge/index.php?article_id=36&clang=1

Prevention indicators

		FRAMEWORK Indicators		OPERATIONAL Indicators	
		Level 1	Level 2	Level 1	Level 2
4.1	Prevention programmes to address root causes and vulnerability	Strategy/policy is in place to alleviate economic conditions, discrimination and other root socioeconomic causes	Strategy/policy in place recognizes and targets relevant and specific forms of vulnerability/ specifically vulnerable groups	There is evidence of programmes to address root causes of general vulnerability	There is evidence of prevention programmes targeted to specifically vulnerable individuals and groups
4.2	Awareness-raising and involvement of media in information dissemination	Strategy/policy is in place to raise awareness of trafficking and establish a hotline	Strategy/policy is in place to engage and empower media to raise awareness	Awareness-raising efforts are undertaken and hotlines are established and operational	Media reporting is accurate and responsible (does no harm) to victims/potential victims/others
4.3	Research institutions active in research and data collection	State data collection system is in place to collect and disaggregate data on traffickers and victims	Research institutions are formally engaged in data collection and research about trafficking	Research and data collection on the root causes, trends, demand is conducted	There is evidence that prevention strategies are evidence-based (i.e. using data and research)
4.4	Social and economic programmes to address demand	Policy is in place to address demand including by engaging labour markets to prevent exploitative labour practices	Cooperation agreements/ arrangements with private sector/civil society groups are in place to address demand	There is evidence of increased measures to strengthen monitoring and regulation of labour markets	There is evidence of measures taken to target consumers of services provided by victims of trafficking

		FRAMEWORK Indicators		OPERATIONAL Indicators	
		Level 1	Level 2	Level 1	Level 2
4.5	Border measures and migration governance against trafficking in human beings	Strategy is in place to prevent trafficking and exploitation in the context of border and migration-related controls	Strategy is in place to provide regular migration opportunities to reduce vulnerability to trafficking	There is evidence of increased regular migration opportunities provided to reduce vulnerability to trafficking	There is evidence of measures taken to prevent trafficking and exploitation of migrants (e.g. through registration/information for migrants)

Note: Green background denotes areas identified for potential improvement.

2.5. Coordination and cooperation

Inter-agency coordination and cooperation

The 2015–2016 NAP sets out partnership and internal cooperation as one of its five strategic goals (Geo 19). The Interagency Coordination Council on Combating Trafficking in Persons was established in September 2006 by Decree No. 534 and is governed by Article 10 of the Law on Combating Trafficking. Article 17(2) of the Law on Combating Trafficking stresses cooperation with international organizations and NGOs, and Article 23 states that international government and non-governmental organizations are to participate in elaboration and implementation of measures and joint programmes aimed at preventing and combating human trafficking. The Interagency Coordination Council is responsible for coordinating all national actions, collecting information, preparing NAPs and monitoring actions, and acts as an advisory body to the Government of Georgia. It is chaired by the Minister of Justice, with deputy ministers from other key ministries. Members of the Parliament, NGOs and international organizations are invited to participate in the Interagency Coordination Council meetings.

The Interagency Coordination Council should meet every three months and prepare reports every six months on the basis of quarterly reports received from State actors (Geo 21, p. 12). It reportedly meets twice a year and creates ad hoc working groups, for instance, to develop guidelines for law enforcement officers and SOPs for victim identification (Geo 10, pp. 5, 92–93). Recently a working group on children living and working on the streets was created, composed of representatives from the Ministry of Justice, the MIA, the Chief Prosecutor's Office, the Office of the Public Defender, the Ministry of Health, NGOs and international organizations.

The Secretariat of the Interagency Coordination Council plays a monitoring role by regularly requesting information from relevant agencies regarding the implementation of the action plan. Based on information obtained yearly, final reports are prepared and disseminated, and published on the official website of the Ministry of Justice.² Several NGOs are members of the Interagency Coordination Council and are also the members of the Permanent Group that was established by the Interagency Coordination Council to identify victims who apply for victim status but do not want to cooperate with authorities.

Several key MOUs and other agreements are in place between stakeholders. An MOU between the State Fund partners, including several NGOs, was renewed in 2015. On 16 May 2013, a cooperation agreement was signed between the State Fund and IOM to guide cooperation on assisted voluntary returns to and from Georgia and to promote bilateral and multilateral cooperation with other countries and NGOs and international organizations (Geo 12). An MOU on capacity-building was signed between the MIA, the Chief Prosecutor's Office and IOM on 27 February 2014, on which basis a task force consisting of seven investigators and five prosecutors has been established in the Adjara region (Geo 7; Geo 10, p. 93; Geo 22, p. 35).

Although NGO involvement is included as a key policy priority, concerns have been raised that few NGOs have been provided with the State Fund support for their work (Geo 5). Survey respondents found cooperation between State and non-State actors at the national level to be either "very easy" (n=1), "easy" (n=2) or "neither easy nor difficult" (n=2). Interviewees were positive about cooperation mechanisms in place, specifically mentioning the Interagency Coordination Council, the Permanent Group and the NRM as mechanisms of effective coordination and cooperation. Few suggestions were made for strengthening inter-agency coordination at the national level, with the exception of implementing a system for information exchange among the members of the Interagency Coordination Council, strengthening the financial capacity of the NRM and putting in place an infrastructure to cooperate in preventing THB.

International cooperation

Chapter V of the Law on Combating Trafficking concerns international cooperation. Article 22 of the law emphasizes that international cooperation is in accordance with the UNTOC and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime as the Council of Europe Convention on Action against Trafficking in Human Beings. There is also a law in place on international police cooperation. Georgia has entered into bilateral agreements and/or MOUs against organized crime (including THB) with some countries, including Armenia, Austria, Azerbaijan, Belarus, Bulgaria, Egypt, Estonia, France, Germany, Hungary, Israel, Italy, Kazakhstan, Latvia, Lithuania,

² See www.justice.gov.ge/Ministry/Department/309

Malta, the Republic of Moldova, Poland, Romania, Turkey, Ukraine, the United Kingdom, the United States and Uzbekistan; Georgia also has draft agreements with the Slovak Republic and Spain.

The International Criminal Cooperation Centre (ICCC) was created within the MIA Central Criminal Police Department in 2012, to represent the MIA at international organizations and in foreign States through representatives, attachés and liaison officers, for operational cooperation in accordance with international cooperation agreements and Georgia's law on law enforcement cooperation. As of December 2014, the ICCC's functions have been expanded to include regional cooperation in the framework of GUAM (Georgia, Ukraine, Azerbaijan and the Republic of Moldova) (a unit within the ICCC), the Black Sea Economic Cooperation and the Southeast European Law Enforcement Center (Geo 10, p. 77).

Strong cooperation is reported, with the Chief Prosecutor's Office receiving requests for assistance from other States. There is reportedly strong cross-border cooperation, with trafficking as a key focus of joint commission meetings between the MIA and Turkish Police counterparts. Since 2014, Georgian police attachés have been active in Turkey, and regular information exchange reportedly takes place. Interview respondents stated that there are police attachés in 10 other countries in addition to Turkey, with intentions to add others elsewhere to facilitate communication with law enforcement. The 2015–2016 NAP provides for increased cooperation particularly with neighbouring States to allow mutual legal assistance and joint investigations (Geo 10, pp. 47–49, 76–78). In three interviews, respondents commended the strong capacity and frameworks for mutual legal assistance and extradition. Survey respondents considered the cooperation between State actors/agencies at the bilateral level to be “easy” (n=3) or “neither easy nor difficult” (n=2).

Beyond law enforcement cooperation, interview respondents flagged the need for international cooperation to protect and assist victims and potential victims, and for prevention of trafficking. Relevant in this context is the mobility partnership' launched by the EU and its Member States in 2009, with the aim of supporting the management of legal migration, including circular and temporary migration. The agreement additionally foresees strengthening cooperation in migration and economic development, encouraging readmission and return processes, ensuring human rights protection, and prevention of illegal migration, trafficking and smuggling (Geo 8, p. 65). Another cooperative prevention measure suggested by a respondent was to conduct awareness-raising activities jointly with governments of origin and destination. That respondent also flagged the challenge of cooperation between NGOs in different countries.

Cooperation and coordination indicators

		FRAMEWORK Indicators		OPERATIONAL Indicators	
		Level 1	Level 2	Level 1	Level 2
5.1	National Action Plan against trafficking	National Action Plan against trafficking in human beings is in place	National Action Plan provides for increased national, bilateral and regional cooperation	Operating procedures are in place to practically guide the implementation of the National Action Plan	Operating procedures are used by stakeholders in implementing the National Action Plan
5.2	National Coordinator/ Rapporteur	Law/policy designates a National Coordinator/ Rapporteur or similar to coordinate on trafficking	The National Coordinator/ Rapporteur is given clear mandate and monitoring capacity	A National Coordinator/ Rapporteur is appointed	There is comprehensive coordination of all issues concerning trafficking in human beings
5.3	Cooperation between State and non-governmental organizations (NGOs)/ civil society/ international organizations and other non-State actors	Law/policy provides for cooperation between State and non-State actors (NGO/ civil society)	Coordination agreements/ mechanisms are in place between State and non-State actors	State and non-State actors meet to cooperate on a case or an ad hoc basis	State and non-State actors cooperate on a routine and proactive basis
5.4	Bilateral and transnational criminal justice networks against trafficking	Bilateral and transnational criminal justice cooperation agreements are in place	Bilateral/ transnational cooperation agreements with all relevant key countries are in place	There is evidence of bilateral/ transnational criminal justice cooperation against trafficking	Bilateral/ transnational cooperation is proactive (i.e. exceeds ad hoc response to cases)
5.5	Bilateral and transnational cooperation beyond criminal justice	Agreements are in place to support counter-trafficking cooperation beyond investigation/ prosecution	Bilateral/ transnational agreements specific to assistance and protection/ prevention of trafficking are in place	There is evidence that agreements result in bilateral/ transnational cooperation beyond investigation/ prosecution	There is evidence that agreements result in bilateral/ transnational cooperation to assist and protect/ prevent trafficking

Note: Green background denotes areas identified for potential improvement.

Needs Assessment:
Counter-trafficking Response
in Georgia

3. RECOMMENDATIONS

In the survey process, respondents were asked to select their top three priorities. Similarly, validation workshop participants were divided into groups and asked to decide their top three priorities for counter-trafficking response. In the table below, “•” denotes which priorities survey respondents and groups of workshop participants flagged as key priorities for response. While there was a range of responses, the two priorities that emerged with the most frequency were: A (about strengthening identification and referral), which two survey respondents and all four groups of participants at the validation workshop flagged as a top priority; and I (about strengthening root causes), which was flagged by two survey respondents and three working groups at the validation workshop.

Identification and referral indicators

Recommendation	Survey	Workshop
A. Strengthening identification and referral mechanisms or their implementation	• •	• • • •
B. Expanding the range of assistance and support services available to victims of trafficking		
C. Expanding the range of victims who can access assistance and support services		
D. Strengthening the legal framework against trafficking		
E. Strengthening the quality of services available for victims of trafficking		•
F. Strengthening the legal framework for criminalizing trafficking and prosecuting traffickers		
G. Strengthening the investigation of trafficking in human beings (including by building capacity of law enforcers to investigate and through increased specialization of units)	• • •	•
H. Strengthening the prosecution of trafficking in human beings (including by building capacity of prosecutors and judges)	•	
I. Strengthening efforts to address root causes and vulnerabilities (including socioeconomic factors, discrimination, etc.)	• •	• • •

Recommendation	Survey	Workshop
J. Strengthening efforts to raise awareness of the risks of trafficking (including by increasing the quality of awareness-raising messages and/or by better targeting them to at-risk groups)	•	• •
K. Strengthening efforts to address the demand side of trafficking	• •	
L. Strengthening research and data collection about trafficking to better understand trafficking	• •	•
M. Improving cooperation between State actors at the national level		
N. Improving cooperation between State and non-State actors at the national level	•	
O. Improving cooperation between actors at the bilateral level		•
P. Improving cooperation between State actors at the regional level	•	
Q. Other		

3.1. Identification and referral

In order to strengthen identification processes, authorities are encouraged to convene a Permanent Group meeting to discuss and consider:

- whether the 48-hour period poses any risks and challenges on decision makers which could be mitigated and addressed without compromising the protection and assistance rights of victims;
- clarifying how and where shelter is to be provided during the period of consideration, to reduce any pressure that members of the Permanent Group may feel in reaching a status decision so as not to deny a person of shelter;
- whether recordings (audio and/or visual) of initial interviews could address any concerns of Permanent Group members and reduce the need to revert to interviewees/possible victims, and if so, how the increased risks posed by this approach (including in relation to consent processes and confidentiality) could be mitigated; and
- whether allowing for videoconferencing systems with the initial interview/possible victim could address concerns, and, if so, how increased risks posed to the interview process could be mitigated.

In relation to these recommendations, the Government of Georgia clarified that the aim of the 48-hour time period accords with a human rights-based approach that aims to minimize, as much as possible, the time frame during which a person has no legal status and to ensure that they are granted status to access the services of the State Fund as quickly as possible. In its view, it is therefore not relevant to extend the 48-hour period.

In relation to the recommendation to consider the use of audio and video recordings, the Government of Georgia noted that the Permanent Group can use any type of communications, including face-to-face communication, audio and video recordings, or even Skype conversations.

In order to strengthen tools (including checklists and indicators) to identify potential victims of trafficking, authorities are invited to consider:

- establishing a working group consists of prosecutors, investigators and representatives of the Secretariat of the Interagency Coordination Council, representatives of the mobile groups and representatives of the Permanent Group;
- tasking the working group with reviewing indicators for identification in the SOPs to ensure their consistency and strengthen their utility, and consider whether indicators should be tailored for use by specific practitioners, for instance migration officers and border officials at key border crossings (such as Sarpi); and
- tasking the working group with reviewing and revising the questionnaire used by the mobile groups to align with indicators provided for in the SOPs.

In relation to the above recommendations, the Government of Georgia noted that special questionnaires are developed for the mobile groups of the State Fund and labour inspectors, and include indicators of labour/sexual exploitation and forced labour. It noted that the new questionnaire includes detailed indicators of possible crimes and lets mobile groups reflect the history of the potential victim of trafficking and allows the Permanent Group to more easily make assessments on whether to grant victim status on the basis of each case. The Government of Georgia additionally points to SOPs adopted upon the order of the Minister of Interior, which include detailed elements and indicators for identifying potential victims of trafficking.

In order to strengthen the role that relevant stakeholders play in identifying and referring victims of trafficking, stakeholders are invited to consider:

- keeping the role of the labour inspectorate under observation in order to ascertain whether identification and referral is strengthened by their work, whether identification approaches are victim-centred and whether existing tools and resources are sufficient, and whether labour inspectors need any additional support in terms of resources and/or training to fulfil their identification mandate; and
- whether there is any scope for religious institutions and/or stakeholders in identifying and referring victims and potential victims of THB and vulnerable groups, and/or reducing stigmatizing.

3.2. Assistance and protection

To strengthen the shelter support given to victims of trafficking in State shelters, stakeholders are invited to consider:

- researching the impact that co-sheltering victims of trafficking and victims of domestic violence has on the services provided to both categories of victim and on their successful rehabilitation and reintegration. In this context, explore whether victims should be sheltered separately or whether shelters should be otherwise managed to strengthen service provision according to differentiated needs of victims;
- determining whether increased capacity to identify victims of forced labour (including through the decree to establish a labour inspectorate) will increase the need for shelter for male victims of trafficking, and whether current approaches to sheltering men will remain adequate; and
- determining the capacity of the AVNG to accommodate a potentially increasing number of identified victims, and accommodate them for more than 48 hours. In this context, consider whether State support for the AVNG should be increased to provide this service, and/or whether regulations should be revised to allow the State shelter to accommodate persons before they have been formally granted status.

In relation to rehabilitation and reintegration, the State Fund is invited to consider:

- convening a meeting of the State Fund representatives, social workers from key regions, and representatives of interested NGOs and international organizations to determine why some victims of trafficking do not benefit from rehabilitation and reintegration programmes and how the causes for this can be addressed.

In relation to monitoring of assistance and protection, it is recommended that the Interagency Coordination Council and the State Fund:

- implement section 2.2.3 of the NAP, concerning assessment and improvement of rehabilitation and reintegration programmes in accordance with section 8 of the reintegration strategy by developing a mechanism – in partnership with interested local NGOs and international organizations as well as with social workers in relevant regions – that also assesses the capacity of social workers throughout the country to effectively implement rehabilitation and reintegration plans.

3.3. Investigation and prosecution

To encourage the implementation of Article 143-iii of the Criminal Code, stakeholders (including investigators, prosecutors, and interested local NGOs and international organizations) are invited to consider:

- compiling a briefing note for investigators and prosecutors on the criminalization of the use of services of a trafficked victim, outlining elements of the offence and its evidentiary challenges and drawing on international experience of applying the offence in the context of sexual and other forms of exploitation. The briefing note could be integrated into existing guidelines developed for law enforcement agents.

In order to strengthen training and capacity-building activities in accordance with Strategic Goal 4 of the 2015–2016 NAP, authorities are invited to consider:

- establishing a capacity-building coordination mechanism, such as the working group under the Interagency Coordination Council, consists of members of the Chief Prosecutor's Office, the Interagency Coordination Council (Ministry of Justice), the MIA, the High School of Justice, the State Fund, the Ministry of Foreign Affairs, and interested local NGOs and international organizations, to develop a common capacity-building strategy to harmonize training and capacity-building activities, monitor the development and delivery of training material, and ensure retention of training and retraining needs;
- including proactive investigation, special investigative techniques and parallel financial investigation capacity in baseline assessments of law enforcers to ensure that training is designed and delivered in accordance with identified needs;
- allocating a State budget to implement training activities and the activities of the capacity-building coordinator and the capacity-building working group/coordinator; and
- developing indicators in the NAP to reflect strengthened capacity of training recipients, correlation between training and identified training needs, and results of self-assessments.

In relation to the recommendation concerning assessments, the Government of Georgia noted that the Ministry of Internal Affairs annually studies and makes assessments of the needs of its various units, and on that basis seeks expert assistance tailored to identified needs and capacity gaps.

In relation to the recommendation concerning allocation of a State budget, the Government of Georgia noted that there is no need to allocate a State budget for the activities carried out by the capacity-building working group where it is established under the Interagency Coordination Council.

In relation to protection and assistance of victims and witnesses during court proceedings, authorities are invited to consider:

- strengthening the capacity of victim-witness coordinators in supporting and assisting victims and witnesses, in accordance with a victim-centred approach;
- engaging victim-witness coordinators at the early stage, for instance, when victims are initially identified and are having their status considered; and
- exploring how social workers and psychologists can be better engaged in criminal justice proceedings to protect and assist victims and witnesses and to strengthen the likelihood and value of victim cooperation in criminal justice procedures.

3.4. Prevention

In order to strengthen awareness-raising campaigns among vulnerable groups, stakeholders are invited to consider:

- exploring opportunities to engage religious institutions in raising awareness and disseminating information to vulnerable groups;
- identifying and engaging key people in the community (including health-care professionals and social workers) who may come into contact with people vulnerable to trafficking, including hard-to-reach vulnerable groups such as children living and working on the streets, commercial sex workers and migrants in irregular situations, in order to raise their awareness and provide them with information;
- engaging the private sector to raise their awareness of the risks of trafficking and exploitation to both employees and businesses;
- engaging the Ministry of Education as an ongoing partner to strengthen education to raise awareness of the risks of trafficking, including

by incorporating content in the State curriculum on an ongoing and sustainable basis; and

- identifying and engaging stakeholders in countries of origin and destination to strengthen awareness-raising among people vulnerable to exploitation in Georgia and among Georgians who are vulnerable to exploitation abroad.

In order to strengthen intelligence-led efforts to address root causes and vulnerability factors, stakeholders are invited to consider:

- identifying State and non-State actors who indirectly work on root causes and trafficking vulnerability factors to determine whether their work can be more directly tied to trafficking prevention efforts;
- mapping research and data collection needs, priorities and capacities of relevant State actors (including law enforcement, border control, migration and other authorities) and interested non-State actors (including international organizations and local NGOs);
- including in the 2017–2018 NAP a research and data collection objective under the prevention strategic goal, specifying partner organizations and activities on the basis of mapping exercises; and
- exploring opportunities for engaging the Working Group on Setting up a Unified Migration Analytical System and the Working Group on Migration Risk Analysis (under the State Commission on Migration Issues) in prevention efforts.

In order to strengthen efforts to address demand, stakeholders are invited to consider:

- carrying out research into the causes and drivers of demand for services from sexually exploited people in order to design evidence-based prevention measures;
- carrying out research into the deterrent impact of Article 143-iii of the Criminal Code; and
- determining which State, non-State, and other local and international partners can be engaged in promoting the business advantages of preventing trafficking and exploitation in the private sector.

In order to strengthen migration management to prevent THB, stakeholders are encouraged to consider:

- determining whether existing projects on migration management can be engaged with and strengthened in respect of preventing THB;
- finding out whether visa liberalization will have any impact on THB, and if so, what measures can be put in place to the guard against identified risks; and

- determining whether the Working Group on Migration Strategy can be engaged to strengthen prevention against trafficking of migrants from or to Georgia.

3.5. Coordination and cooperation

To strengthen inter-agency national coordination, stakeholders are invited to consider:

- strengthening State financial support for NGOs providing vital services to victims of trafficking under the NRM, and specifying budget allocations in the next NAP.

To strengthen international cooperation, non-State actors are encouraged to consider:

- identifying non-State counterparts in countries of origin and destination and entering into partnerships to raise awareness of the risks of trafficking among vulnerable migrants, including those in irregular situations.

ANNEXES

A. Bibliography

Source #	Reference	Author/s, Date
Gen 1	<i>Trafficking in Persons Report July 2015</i>	US Department of State, 2015
Gen 2	Evaluation summary: Strengthening of comprehensive anti-trafficking responses in Armenia, Azerbaijan and Georgia (Phase II)	International Labour Organization (ILO), 2011
Gen 3	<i>Migration Facts and Trends: South-Eastern Europe, Eastern Europe and Central Asia</i>	International Organization for Migration (IOM), 2015
Geo 1	Extracts from the Criminal Code of Georgia	Government of Georgia
Geo 2	2013–2014 National Action Plan of Georgia on Combating Trafficking in Persons	Government of Georgia
Geo 3	Questionnaire for interviews with deportees in Sarpi	IOM; US Department of State
Geo 4	Annex II – Tentative Profiles of Traffickers and Victims of Trafficking in Georgia	IOM (Unpublished)
Geo 5	Evaluation Report: Capacity-building to Enhance Proactive Identification of Victims of Trafficking in the Ajara and Kvemo Kartli Regions of Georgia	IOM, December 2014
Geo 6	Desktop survey on trafficking-related migration patterns of foreign citizens in the Adjara and Kvemo Kartli regions of Georgia	IOM, 2014
Geo 7	Memorandum of Understanding between the Ministry of Internal Affairs of Georgia, the Chief Prosecutor's Office of Georgia and IOM Georgia on the Principles of Cooperation in the Area of Capacity-building of Law Enforcement Agencies in the Area of Combating Trafficking in Persons	IOM; Ministry of Internal Affairs of Georgia; Chief Prosecutor's Office of Georgia

Source #	Reference	Author/s, Date
Geo 8	Georgia Extended Migration Profile 2013	Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia (MRA); Ministry of Justice of Georgia/Public Service Development Agency; Ministry of Internal Affairs of Georgia; Ministry of Foreign Affairs of Georgia; Office of the State Minister of Georgia on European and Euro-Atlantic Integration; Office of the State Minister of Georgia for Diaspora issues
Geo 9	Protocol between the Republic of Turkey and Georgia on the Implementation of the Ninth Article of the Agreement on Combating Terrorism, Organized Crime and Other Major Crimes between the Republic of Turkey, Georgia and the Republic of Azerbaijan	Government of Turkey; Government of Georgia, 10 March 2005
Geo 10	Reply from Georgia to the questionnaire for the evaluation of the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by the Parties, Second Evaluation Round GRETA(2015)3	Ministry of Justice of Georgia/Public International Law Department/Secretariat of Interagency Coordination Council on Combating Trafficking in Persons, 3 February 2015
Geo 11	Counter-trafficking Programme of IOM in Georgia: Overview of Projects Implemented since January 2000	IOM, updated December 2014
Geo 12	Cooperation Agreement between the State Fund for the Protection and Assistance to (Statutory) Victims of Trafficking in Persons and the International Organization for Migration Mission to Georgia, on the Principles of Cooperation in the Area of Protection of and Assistance to Victims of Trafficking in Persons	Director of the State Fund for the Protection and Assistance to (Statutory) Victims of Trafficking in Persons; and Chief of Mission of IOM Georgia, 16 May 2013
Geo 13	Operational Instruction for Protection of (Statutory) Victims of Trafficking in Persons, National Referral Mechanism and Victims Identification Standards	Approved by the Interagency Coordination Council Carrying out Measures Against Trafficking in Persons, 20 November 2006

Source #	Reference	Author/s, Date
Geo 14	The Strategy for Rehabilitation and Social Reintegration of the (Statutory) Victims of Trafficking in Persons	Permanent Interagency Coordination Council Carrying out Measures Against Trafficking in Persons, 19 July 2007
Geo 14A	Annex to the Strategy for Rehabilitation and Social Reintegration of the (Statutory) Victims of Trafficking in Persons	Permanent Interagency Coordination Council for Carrying out Measures Against Trafficking in Persons, 19 July 2007
Geo 15	Analysis of the Profiles of Traffickers and Victims of Trafficking in Persons in Georgia	IOM; US Department of State, May 2011
Geo 16	Screening of Deportees at the Border Between Georgia and Turkey 2010	IOM; US Department of State, 2010
Geo 17	Screening of Deportees at the Border Between Georgia and Turkey 2012	IOM; US Department of State, 2012
Geo 18	Survey Report on Trafficking in Persons Affecting Commercial Sex Workers in Georgia	IOM; US Department of State, 2010
Geo 19	2015–2016 National Action Plan of Georgia on Combating Trafficking in Persons	Government of Georgia, 2015–2016
Geo 21	<i>Report Concerning the Implementation of the Council of Europe Convention on Action against Trafficking in Human Beings, by Georgia</i> , GRETA(2011)24, First Evaluation Round	Group of Experts on Action Against Trafficking in Human Beings, 7 February 2012
Geo 22	Report submitted by the Georgian authorities on measures taken to comply with the Committee of the Parties Recommendation CP(2012)5 on the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings, CP(2014)20	Georgian authorities, 17 November 2014
Geo 27	Law of Georgia on Combating Human Trafficking	Adopted on 28 April 2006, entered into force on 16 June 2006
Geo 28	Government of Georgia Ordinance No. 520, 1 September 2014, Tbilisi, on Approving Procedures for Reviewing and Deciding the Granting of Georgian Residence Permits	Government of Georgia, 1 September 2014
Geo 30	Monitoring Results of Shelters of Human Trade (Trafficking) Victims	Office of the Public Defender of Georgia, 2015
Geo 31	Information from IOM	Government of Georgia

Notes: Gen = General reference.
Geo = Reference relevant for Georgia.

B. Interviewed stakeholders

GEORGIA		
State actor	International organization	Non-governmental organization/Other
Ministry of Internal Affairs	International Centre for Migration Policy Development	Anti-Violence Network of Georgia
Ministry of Justice of Georgia; Secretariat of the Interagency Coordination Council on Combating Trafficking in Persons	US Department of State Bureau of International Narcotics and Law Enforcement Affairs (Embassy of the United States)	Civil Development Agency
State Fund for the Protection and Assistance to (Statutory) Victims of Trafficking in Persons		Georgian Young Lawyers' Association
		Tanadgoma Tbilisi State University/ Faculty of Law

C. Interview tool template

Interview Guide Template

Country: **Australia**

Interview No.#: First three letters of country + int + number e.g. AUSint1

Interview Guide Template

Instruction for interviewer:

1. Give the interview a unique code: E.g. first three letters of country + int(erview) + number. E.g. AUSint1).
2. Read the information note to participants before commencing the interview. Offer a hard and/or electronic copy to participants. Ensure that you have enough hard copies on hand.
3. Ask questions 1.1. and 1.2 to determine which sets of questions to ask respondents.
4. Ask each set of questions, using bullet point prompts as necessary.

INFORMATION NOTE

Thank you for taking the time to participate in this study, which I would like to give you some information about before we commence the interview.

Background information

I am an independent consultant carrying out a study commissioned by International Organization for Migration (IOM) [*refer to specific IOM office*].

The purpose of this study is firstly to analyse the counter-trafficking landscape to inform future results-oriented interventions and ensure a more holistic approach to addressing human trafficking at the national, and where possible, the regional level.

The purpose of this interview today is to learn your views about the human trafficking situation and response to it in your country, and how response could be strengthened.

The study will benefit most from your honest responses. You are encouraged to speak as honestly as you can; there are no right and wrong answers.

The interview is expected to take approximately 60 minutes. I will take notes during our conversation.

Risks and benefits of participation

There is a small risk that someone other than the research team may find out about your responses to the questions asked, however we are taking steps to ensure your confidentiality. Your responses will not be shared beyond the research team. Any information you provide will be combined with other information and not attributed to you in any way in the final Assessment Report.

There are no direct benefits to you from participating in this study, but we hope you will gain satisfaction from contributing to identification of gaps, needs and priorities and supporting efforts to strengthen counter-trafficking responses.

Further information about the study

- Do you have any questions about the study or this interview?
- Would you like a hard or electronic copy of this information?

If you have any further comments or qualification to make in relation to this interview, please contact [*insert name and contact details for person carrying out in-depth interviews*].

If you have any further questions or complaints about the study, please contact [*insert name and contact details for person overseeing research at IOM*].

INTERVIEW QUESTIONS AND ANSWERS

Country:	
Interviewer name:	
Interviewer organization:	
Respondent name (optional):	
Respondent organization:	
Respondent official title:	
Interview date/time:	
Interview format:	
Number and sex of participants:	

1. Introductory questions

1.	Respondent profile
1.1	What is your official title? What are your primary work responsibilities?
	<i>Answer</i>
1.2	What is your work with respect to trafficking in human beings?
	<i>Answer</i>
Plan	<p>Instructions for interviewer:</p> <p>Based on respondent's answers above, chose 2 to 3 sets of questions (from among 2–6 below) to ask the respondent in addition to 7 and 8. Delete No/Yes as appropriate.</p> <ul style="list-style-type: none"> <input type="checkbox"/> 2. Trafficking situation and trends? No (skip)/Yes (go to Section 2). <input type="checkbox"/> 3. Identification and referral? No (skip)/Yes (go to Section 3). <input type="checkbox"/> 4. Protection and assistance? No (skip)/Yes (go to Section 4). <input type="checkbox"/> 5. Investigation and prosecution? No (skip)/Yes (go to Section 5). <input type="checkbox"/> 6. Prevention? No (skip)/Yes (go to Section 6). <p>Regardless of answers above, all participants should be asked questions under:</p> <ul style="list-style-type: none"> <input type="checkbox"/> 7. Cooperation among stakeholders Yes (go to Section 7). <input type="checkbox"/> 8. Closing questions Yes (go to Section 8).

2. Trafficking situation and trends

2.	The trafficking situation in the countries of the South Caucasus
2.1	What trafficking routes exist from, in, through and/or to the country/region, subregion? What are the key source, transit and destination countries/places?
	<i>Answer</i>
2.2	What are the key forms of exploitation you encounter in your work? What key industries are involved (e.g. for what kinds of labour are people exploited)?
	<i>Answer</i>
2.3	What are the key methods traffickers use to involve victims?
	<i>Answer</i>
2.4	What is the key profile of individual or groups of traffickers?
	<i>Answer</i>
2.5	What is the profile of victims (e.g. age, gender, nationality, other)?
	<i>Answer</i>
2.6	How are routes and trends changing? Why do you think they are changing? Do you think trafficking is an increasing or decreasing problem, or neither? Why?
	<i>Answer</i>

3. Identification and referral

3.	The legal and policy framework for identification and referral of (potential) victims of trafficking
3.1	How do trafficked/exploited persons become known to authorities or organizations who can assist them? <ul style="list-style-type: none"> □ Who identifies them? (e.g. self-identification, friends, family, police, border guards, labour inspectors, consulates)
	<i>Answer</i>
3.2	Which authorities or organizations have authority to officially designate a person as a victim of trafficking? <ul style="list-style-type: none"> □ Where do they get their mandate? E.g. law, policy? □ What does formal/official designation entitle an identified person to (e.g. social assistance and protection? Residence permit? Work permits? Other?)
	<i>Answer</i>
3.3	What criteria (e.g. indicators) are used to identify victims of trafficking? <ul style="list-style-type: none"> □ Are screening checklists or other identification tools used? □ Who uses them and how are the checklists shared? □ How effective are they? Do they adequately capture all victim profiles? □ What indicators are the most effective in your country context?
	<i>Answer</i>

3.4	<p>What avenues can victims use to self-identify (e.g. hotlines, posters, advertisement)?</p> <ul style="list-style-type: none"> <input type="checkbox"/> How effective are they? <input type="checkbox"/> What proportion of victims is identified through these avenues?
	<i>Answer</i>
3.5	<p>Are referral mechanisms in place in relation to identification, referral and support at the national and regional level?</p> <ul style="list-style-type: none"> <input type="checkbox"/> Which agencies/institutions are involved? <input type="checkbox"/> How are these mechanisms established (e.g. MoUs? legislation?) <input type="checkbox"/> Are mechanisms operational and effective in practice? Why/why not? <input type="checkbox"/> Are statistics available on how many people have been identified?
	<i>Answer</i>

4. Protection and assistance

4.	The legal and policy framework for protecting and assisting victims of trafficking
4.1	<p>What institutions currently provide protection and assistance to victims of trafficking?</p> <ul style="list-style-type: none"> <input type="checkbox"/> Where do they get their mandate? E.g. law, policy?
	<i>Answer</i>
4.2	How do people in need of services come into contact with providers of assistance and protection?
	<i>Answer</i>
4.3	<p>What protection and assistance services do they provide to trafficked/exploited persons? For instance:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Shelter, medical, psychosocial <input type="checkbox"/> Reflection period <input type="checkbox"/> Legal aid <input type="checkbox"/> Residence rights <input type="checkbox"/> Compensation <input type="checkbox"/> Rehabilitation, return and reintegration (job placement, training)
	<i>Answer</i>
4.4	<p>In what respects are the services provided to victims dependent or differentiated on the basis of:</p> <ul style="list-style-type: none"> <input type="checkbox"/> The type of exploitation they are subject to (e.g. sexual/labour/other) <input type="checkbox"/> Age (e.g. children versus adults) <input type="checkbox"/> Gender (e.g. men versus women) <input type="checkbox"/> Nationality or status (e.g. citizen versus non-citizen, regular versus irregular migrant) or <input type="checkbox"/> Willingness or not to cooperate with authorities <input type="checkbox"/> Other criteria/limitations? (e.g. must victims be in shelters or do those outside shelter system also have access? Must persons be officially designated as victims of trafficking?)
	<i>Answer</i>

4.5	<p>Are monitoring systems in place to ensure that assistance and protection services are appropriate? (e.g. standards, external evaluation programmes, victim feedback mechanisms)</p> <ul style="list-style-type: none"> <input type="checkbox"/> Against what standards are they measured? <input type="checkbox"/> How effective are they? Are services adequate and relevant to meet needs? <input type="checkbox"/> In what ways are services deficient? What are the gaps?
	<i>Answer</i>
4.6	<p>What are the sources of funding (government, donor, private)? Is funding for these services adequate? Is funding sustainable or time-bound (e.g. tied to a project)?</p>
	<i>Answer</i>

5. Investigation and prosecution

5.	The legal and policy framework for investigating and prosecuting trafficking
5.1	<p>What institutions are involved in the investigation and prosecution of human trafficking and exploitation?</p> <ul style="list-style-type: none"> <input type="checkbox"/> Are the specialized law enforcement units, prosecutors' offices and other judicial representatives addressing trafficking? <input type="checkbox"/> Where do they get their mandate? E.g. law, policy?
	<i>Answer</i>
5.2	<p>Does the legislative framework adequately address trafficking and related issues (e.g. including exploitation, forced labour, slavery, sexual exploitation, discrimination and violence against women, violations against migrants' rights)?</p> <ul style="list-style-type: none"> <input type="checkbox"/> What are the legislative gaps and challenges? <input type="checkbox"/> What is the relevance of the international legal framework?
	<i>Answer</i>
5.3	<p>How many investigations, prosecutions and convictions for trafficking and related crimes have been carried out in the country?</p> <ul style="list-style-type: none"> <input type="checkbox"/> Is the number increasing or decreasing? Why?
	<i>Answer</i>
5.4	<p>Which legal codes/provisions have mostly been used to prosecute trafficking?</p> <ul style="list-style-type: none"> <input type="checkbox"/> Why do you think these codes have been used? <input type="checkbox"/> What are the key challenges of applying relevant legal provisions? (e.g. understanding definition, understanding irrelevance of consent, etc.)
	<i>Answer</i>
5.5	<p>Are training/capacity-building mechanisms in place to promote understanding of criminal justice practitioners?</p> <ul style="list-style-type: none"> <input type="checkbox"/> Are law enforcers, prosecutors and judges given regular training? <input type="checkbox"/> Is anti-trafficking training incorporated into established curricula for criminal justice practitioners (e.g. police academies, law schools, judicial academies)? <input type="checkbox"/> Is training appropriate and effective?
	<i>Answer</i>

5.6	Are mechanisms in place to promote cooperation between law enforcement officers, prosecutors and judges, as well as non-governmental service providers to assist and protect victims and witnesses during court proceedings?
	<i>Answer</i>
5.7	Are investigation and prosecution measures adequate and effective? <ul style="list-style-type: none"> <input type="checkbox"/> Are proactive investigations carried out? <input type="checkbox"/> Are special investigative techniques/parallel financial investigations used? <input type="checkbox"/> Are investigation and prosecution measures victim-centred?
	<i>Answer</i>

6. Prevention

6.	The legal and policy framework for preventing human trafficking
6.1	Which institutions work to prevent human trafficking and related exploitation? <ul style="list-style-type: none"> <input type="checkbox"/> Where do they get their mandate? E.g. law, policy?
	<i>Answer</i>
6.2	Are media and awareness-raising programmes carried out to prevent trafficking? If so, who have they targeted and what has their message been? <ul style="list-style-type: none"> <input type="checkbox"/> How effective have such efforts been?
	<i>Answer</i>
6.3	Are programmes in place to alleviate vulnerability factors and create alternative livelihoods for people at risk (e.g. birth registration, poverty, underdevelopment, discrimination)? <ul style="list-style-type: none"> <input type="checkbox"/> How effective have such efforts been?
	<i>Answer</i>
6.4	Are measures in place to address demand (e.g. for exploitative services)? Are there social and economic programmes in place to counter exploitative labour practices?
	<i>Answer</i>
6.5	Are border governance measures in place to prevent trafficking across borders? Are strategies in place to provide regular migration opportunities to reduce vulnerability to trafficking?
	<i>Answer</i>
6.6	Are research institutions active in strengthening understanding of and research on the root causes and drivers of trafficking in human beings? What are the gaps in research?
	<i>Answer</i>
6.7	Are prevention measures adequate? If not, what are the gaps? In what ways are they deficient?
	<i>Answer</i>

7. Cooperation among stakeholders (partnerships)

7.	National/bilateral/regional/subregional partnerships, networks and collaborations
7.1	<p>Are mechanisms in place for coordinating, monitoring and evaluating an anti-trafficking strategy at the national level? (e.g. National Plan of Action)</p> <ul style="list-style-type: none"> <input type="checkbox"/> Who is involved? (e.g. government, civil society, trade unions?) <input type="checkbox"/> On what do they cooperate (e.g. identification, referral, protection, assistance, investigation, prosecution, return, reintegration, other)? <input type="checkbox"/> Is implementation of the mechanism monitored and evaluated on a regular basis (e.g. by national human rights institution/ombudsman)? <input type="checkbox"/> Does the Government fund the coordination mechanism? <input type="checkbox"/> Can you give examples of effective cooperation?
	<i>Answer</i>
7.2	<p>Are there bilateral, regional or subregional mechanisms for coordinating, monitoring and evaluating anti-trafficking strategy in place? (e.g. MLA and extradition agreements/MOUs)</p> <ul style="list-style-type: none"> <input type="checkbox"/> Who is involved? (e.g. specialized units, diplomatic staff, NGOs) <input type="checkbox"/> On what do they cooperate (e.g. identification, referral, protection, assistance, investigation, prosecution, return, reintegration, other)? <input type="checkbox"/> Are transnational judicial and law enforcement cooperation agreements assessed regularly? <input type="checkbox"/> Can you give examples of effective cooperation?
	<i>Answer</i>
7.3	How effective and sustainable are these partnerships or not? If not, what are the gaps? In what ways are services deficient?
	<i>Answer</i>

8. Closing questions

8.	Final recommendations
8.1	What do you think are key challenges and barriers to effective counter-trafficking? (e.g. Lack of resources? Capacity? Policies? Procedures? Protocols? Political will?)
	<i>Answer</i>
8.2	What are your key recommendations for strengthening counter-trafficking response in the areas that we have discussed?
	<i>Answer</i>
8.3	Are there any other questions that you would have liked to have been asked today? How would you answer them?
	<i>Answer</i>
8.4	Can you recommend any colleagues who you think would like to participate in brief (20-minute) self-administered electronic survey along these lines?

Final instructions for the interviewer:

- Thank the participant for their time.
- Make any other (internal) observations about the interview below.

Interviewer observations/comments/notes (e.g. follow-up reminders to self):

D. Survey tool template

Survey Tool Template

Survey #: First three letters of country + sur + number e.g. AUSsur1

SURVEY TOOL

IOM Needs Assessment of Trafficking Situation in Response in Countries of the South Caucasus

You are invited to participate in a Web-based survey about the human trafficking situation and response in countries of the South Caucasus.

Background and Purpose

This survey is being conducted in the context of a study commissioned by the International Organization for Migration (IOM) Regional Office for South-Eastern Europe, Eastern Europe and Central Asia to analyse the counter-trafficking landscape and identify gaps and needs in national and regional response to human trafficking. The secondary purpose of this study is to develop a rapid needs assessment tool that can be adapted to different regions, and to test and implement the tool in Azerbaijan, Georgia and Armenia.

The purpose of this survey is to learn your views about the human trafficking situation and response in your country, and gather your opinions about how response could be strengthened towards mounting more effective, results-oriented interventions.

Confidentiality

Your responses will be kept confidential; any information you provide will be combined with information collected from other survey responses and will not be attributable to you. You are encouraged to be candid in responding to these questions; the more candid you are, the more useful the information, recommendations and priorities you identify will be.

Instructions

You are invited to complete this survey now, which is estimated to take around 15 to 20 minutes to complete. You have been provided with a copy of the survey translated by IOM (attached); if you are able to complete the survey in English, please do so.

When you have completed the survey, please save it and return it to Dr Marika McAdam (independent consultant) at marika_mcadam@yahoo.com.au. Please also contact Marika if you have any questions or comments about the survey, or would like to qualify any answers provided.

If you have any further questions or complaints about the study, please contact Project Lead, Ms Myra Albu, at the IOM Regional Office for South-Eastern Europe, Eastern Europe and Central Asia, tel.: +43 1 581 22 22 19, malbu@iom.int.

If you know of any colleagues who would also be interested in completing this survey, please forward it to them.

Thank you very much for your participation.

1. Introductory questions

This section asks questions about you and your work.

1.1. In which country do you primarily work? Select answer.

1.2. Please choose the response that best describes your current position: (Choose one.)

- Law enforcement – government official
- Law enforcement – police
- Law enforcement – border guard
- Law enforcement – State migration service
- Justice system – judge
- Justice system – prosecutor
- Justice system – other (including defence counsel)
- Government official – trafficking victim support
- Government official – social protection and/or health care (not trafficking specific)
- Government official – labour inspector
- Government official – other
- Non-governmental organization – victim support worker (e.g. shelter)
- Non-governmental organization – other local NGO
- Non-governmental organization – other international NGO
- Intergovernmental organization – UN or multilateral organization
- Intergovernmental organization – IOM
- Intergovernmental organization – international development agency (IDA)
- Other – independent counter-trafficking expert
- Other – academic
- Other – please specify

1.3. How long have you been employed by your current organization? (Choose one.)

- Less than one year
- 1 to 3 years
- 3 to 5 years
- 5 to 10 years
- More than 10 years

1.4. How long have you worked on counter-trafficking issues? (Choose one.)

- Less than one year
- 1 to 3 years
- 3 to 5 years
- 5 to 10 years
- More than 10 years

1.5. What is your age? (Choose one.)

- 18 to 34
- 35 to 50
- 51 to 65
- 66+

1.6. What is your gender? (Choose one.)

- Female
- Male

2. Trafficking situation and trends

This section asks your opinions about the trafficking situation and trends in the country in which you primarily work.

- 2.1. How would you describe the country in which you primarily work? (Choose all that apply.)
- Country of origin for victims of trafficking
 - Country of transit for victims of trafficking
 - Country of destination for victims of trafficking
- 2.2. Which are the three most common forms of exploitation that people are subject to in the country in which you primarily work? (Choose three.)
- Exploitation in prostitution
 - Other forms of sexual exploitation
 - Forced labour or services
 - Slavery or practices similar to slavery, or servitude
 - Removal of organs
 - Forced marriage
 - Other – please specify:
- 2.2.1. Of the three you selected, which do you think is the most prominent form?
- 2.3. Which are the industries/sectors that people are most commonly exploited in, in the country in which you primarily work? (Choose no more than three.)
- Sex industry
 - Agriculture
 - Cattle breeding
 - Construction
 - Producing and packaging
 - Oil extraction
 - Service sector (e.g. restaurants/catering/healthcare/retail)
 - In private homes (e.g. domestic servitude/forced marriage)
 - On the streets (e.g. for begging/petty crime)
 - Other (please specify):
- 2.4. Please rank the following in order of most to least trafficked group (1 being most trafficked, 4 being least trafficked):

Group	Rank from 1 (most) to 4 (least) trafficked
Adult females	
Adult males	
Female children (<18 years old)	
Male children (<18 years old)	

- 2.5. Is trafficking a growing or declining problem in the country you work? Select answer.
- Growing
 - Declining
 - Neither growing nor declining
- 2.6. Please briefly explain the reasons why trafficking is growing, declining or neither growing nor declining in the country in which you primarily work:

3. Identification and referral

This section asks your opinions about identification and referral mechanisms in the country you primarily work in.

3.1. Please read the statements below and check the box that best reflects your opinion about the existence and operation of these mechanisms (check only one box per line).

	Mechanism	Completely adequate	Adequate	Neither adequate nor inadequate	Inadequate	Completely inadequate
3.1.1	National or local referral mechanism	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.1.2	Transnational (cross-border) referral mechanisms	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.1.3	Formal processes for identifying victims	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.1.4	Capacity of competent authorities to accurately identify victims	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.1.5	Indicators, screening checklists, other identification tools	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.1.6	Self-identification mechanisms (e.g. government/NGO hotlines)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.1.7	The link between referral mechanisms and assistance services for victims	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

3.2. Please read the statements below and check the box that best reflects your opinion about the existence and operation of these mechanisms (check only one box per line).

	Statement	Always	Often	Sometimes	Rarely	Never
3.2.1	Victims of trafficking are identified	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.2.2	Identified victims of trafficking are referred to support services they need	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.2.3	Female (adult) victims of trafficking are identified and referred to support services they need	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.2.4	Male (adult) victims of trafficking are identified and referred to support services they need	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

3.2.5	Child victims of trafficking are identified and referred to support services they need	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.2.6	Foreign victims of trafficking are identified and referred to support services they need	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

4. Protection and assistance

This section asks your opinions about identification and referral mechanisms in the country you primarily work in.

4.1. Please read the statements below and check the box that best reflects your opinion about the existence and operation of these mechanisms (check only one box per line).

	Mechanism	Fully adequate	Somewhat adequate	Adequate for some victims only	Inadequate	Completely inadequate
4.1.1	Short-term shelter services for victims of trafficking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.1.2	Long-term shelter services for victims of trafficking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.1.3	Medical care services (including physical health)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.1.4	Psychosocial care services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.1.5	Risk assessments to determine dangers, threats, security and protection needed by victims	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.1.6	Legal support for victims (civil and criminal)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.1.7	Education/Job/Skills/Vocational training	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.1.8	Support to integrate into the country of destination	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.1.9	Support to return to countries of origin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.1.10	Support to reintegrate in countries of origin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

4.2. Please read the statements below and check the box that best reflects your opinion (check only one box per line).

	Statement	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
4.2.1	Male and female victims of trafficking receive the same level of services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2.2	Foreign and national victims of trafficking receive the same level of services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2.3	Victims who cooperate with authorities and victims who do not cooperate receive the same level of services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2.4	Victims of trafficking for sexual exploitation and victims of trafficking for non-sexual forms of exploitation receive the same level of services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2.5	There are adequate and effective procedures and protocols in place for supporting victims	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

5. Investigation and prosecution

5.1. Please read the statements below and check the box that best reflects how much you agree or disagree with each statement (check only one box per line).

	Statement	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
5.1.1	The national definition of “trafficking in persons” is adequate and appropriate	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5.1.2	All forms of trafficking in human beings that occur are effectively criminalized in law	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5.1.3	The legal framework to address trafficking and related issues (such as violence against women, migrants, etc.) is adequate and appropriate	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

5.1.4	Investigations of trafficking and related crimes are adequate and effective	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5.1.5	Investigations of trafficking and related crimes are carried out in accordance with the rights of victims and presumed victims	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5.1.6	Training and capacity-building mechanisms for law enforcers on trafficking issues are adequate	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5.1.7	Prosecutions of trafficking and related crimes are adequate and effective	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5.1.8	Prosecutions of trafficking and related crimes are carried out in accordance with the rights of victims and presumed victims	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5.1.9	Training and capacity-building mechanisms for prosecutors and judges on trafficking issues are adequate	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5.1.10	Criminal justice practitioners cooperate adequately and effectively with non-governmental stakeholders	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

6. Prevention

6.1. Please read the statements below and check the box that best reflects how much you agree or disagree with each statement (check only one box per line).

	Statement	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
6.1.1	Prevention programmes to address root causes (e.g. economic disadvantage, discrimination) are improving	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.1.2	Prevention programmes to address vulnerability are appropriately targeted to vulnerable populations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.1.3	Prevention programmes to raise awareness of the risks of trafficking are adequate and effective	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

6.1.4	Media involvement in awareness raising about the risks of trafficking in human beings is adequate and effective	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.1.5	State authorities conduct adequate research and data collection into the root causes of trafficking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.1.6	Non-governmental authorities and institutions conduct adequate research and data collection into the root causes of trafficking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.1.7	Prevention programmes to address the demand side of trafficking are adequate and effective	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.1.8	Programmes to prevent re-trafficking are adequate and effective	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

7. Cooperation among stakeholders (partnerships)

7.1. Please read the statements below and check the box that best reflects how much you agree or disagree with each statement (check only one box per line).

	Statement	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
7.1.1	National action plans/policies provide for adequate cooperation between State and non-State actors at the national level	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.1.2	Cooperation between State and non-State actors is adequate and effective	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.1.3	There are adequate mechanisms in place to provide for cooperation with other countries within the region	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.1.4	Cooperation with other countries within the region is adequate and effective	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

7.2. Please read the statements below and check the box that best reflects what you consider to be the frequency of cooperation (check only one box per line).

	Statement	Always	Often	Sometimes	Rarely	Never
7.2.1	Relevant State agencies/ institutions cooperate with each other on trafficking issues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.2.2	State agencies/institutions invite non-State actors (NGOs, civil society groups, trade unions) to trafficking-related meetings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.2.3	States invite international organizations to trafficking-related meetings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.2.4	State and non-State actors implement anti-trafficking activities jointly	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.2.5	There are bilateral meetings (with other countries) on trafficking issues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.2.6	There are regional and interregional meetings on trafficking-related matters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

7.3. Please read the statements below and check the box that best reflects what you think about various types of cooperation (check only one box per line).

	Statement	Very easy	Easy	Neither easy nor difficult	Difficult	Very difficult
7.3.1	Between State actors/agencies at the national level	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.3.2	Between State actors/agencies at the bilateral level	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.3.3	Between State actors/agencies at the regional level with other countries in the South Caucasus	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.3.4	Between State and non-State actors at the national level	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.3.5	Between State and non-State actors at the bilateral level	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.3.6	Between State and non-State actors at the regional level with other countries in the South Caucasus	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

8. Priorities

8.1. Please choose what you think are the top three priorities for action against trafficking, and rank them according to priority (1 is highest priority).

	Priority (Choose three)	Rank (from 1 to 3)
A. Strengthening identification and referral mechanisms or their implementation		
B. Expanding the range of assistance and support services available to victims of trafficking		
C. Expanding the range of victims who can access assistance and support services		
D. Strengthening the legal framework against trafficking		
E. Strengthening the quality of services available for victims of trafficking		
F. Strengthening the legal framework for criminalizing trafficking and prosecuting traffickers		
G. Strengthening the investigation of trafficking in human beings (including by building capacity of law enforcers to investigate and through increased specialization of units)		
H. Strengthening the prosecution of trafficking in human beings (including by building capacity of prosecutors and judges)		
I. Strengthening efforts to address root causes and vulnerabilities (including socioeconomic factors, discrimination, etc.)		
J. Strengthening efforts to raise awareness of the risks of trafficking (including by increasing the quality of awareness-raising messages and/or better targeting them to at-risk groups)		
K. Strengthening efforts to address the demand side of trafficking		
L. Strengthening research and data collection about trafficking to better understand trafficking		
M. Improving cooperation between State actors at the national level		
N. Improving cooperation between State and non-State actors at the national level		
O. Improving cooperation between actors at the bilateral level		

P. Improving cooperation between State actors at the regional level		
Q. Other (please specify):		

8.2. Please briefly explain why you chose these top three priorities, and how these priorities should be addressed? What resources exist to address them?

8.3. Are there any other comments/qualifications/recommendations you would like to make?

Please return this survey (as an email attachment) to marika_mcadam@yahoo.com.

Thank you for taking time to participate in this survey.

E. Assessment indicators

Identification and referral indicators

		FRAMEWORK Indicators		OPERATIONAL Indicators	
		Level 1	Level 2	Level 1	Level 2
1.1	National Referral Mechanism (NRM) for trafficking in human beings (THB), specifying roles and responsibilities	NRM specific to THB is in place	NRM outlines stakeholder competencies, coordination, protection and assistance	State and non-State actors are included in an NRM and are aware of their role(s)	State and non-State actors are referring and assisting victims through an NRM framework
1.2	Formal processes for identification	Formal processes for victim identification are in place	Formal processes for victim identification are linked to referral mechanisms	Formal processes for identification are consistently used	Stakeholders perceive that identification processes increase access to services
1.3	Indicators, screening checklists and other identification tools	Identification tools are in place, and stakeholders are aware of and have access to them	Identification tools are relevant to trafficking in practice (e.g. all types)	Identification tools are used by some stakeholders (partially effective)	Identification tools are used by all stakeholders (fully effective)
1.4	Self-identification mechanisms (e.g. hotlines, posters, advertisements)	Self-identification mechanisms are in place	The public is adequately aware of self-identification mechanisms	Some victims self-identify (partially effective)	Stakeholders perceive that self-identification is increasing
1.5	Link between referral mechanisms and protection and assistance services	Referral mechanisms in place are linked to protection and assistance services	Referrals of victims are delinked from victim cooperation with law enforcement	Referral mechanisms result in services provided to some identified victims	Referral mechanisms result in services provided to all identified victims

Protection and assistance indicators

		FRAMEWORK Indicators		OPERATIONAL Indicators	
		Level 1	Level 2	Level 1	Level 2
2.1	Funding for protection and assistance (shelter) services	State budget provides allocation for direct protection and assistance services	State budget provides allocation for NGO/ civil society support services	Committed budget allocation partially meets funding needs	Committed budget allocation fully meets funding needs
2.2	Accessibility of temporary protection and assistance services specific to trafficked persons	Full package of services is available (medical, psychosocial, legal) within a shelter setting	Full package of services (medical, psychosocial, legal) is available to victims not in shelters	Some services are available to most victims of trafficking, with few conditions	All services are available to all victims of trafficking with no conditions
2.3	Long-term rehabilitation, reintegration and return services	A framework for rehabilitation and reintegration is in place	A framework for residence and return is in place	The State provides adequate support for rehabilitation and reintegration	The State is adequately involved in carrying out safe and voluntary return
2.4	Differentiation of protection and assistance services	Protection and assistance services are differentiated according to specific needs	Specific needs of children (e.g. best interests determination of the child) and non-citizens (e.g. residency) are addressed	Protection and assistance services meet some specific needs of some persons	Protection and assistance services meet all specific needs of all persons
2.5	Appropriate standard of protection and assistance services	A minimum standard of protection and assistance services is specified	A framework for monitoring protection and assistance services is in place	Protection and assistance services are monitored by internal evaluation	Protection and assistance services are monitored by external evaluation (including victim feedback)

Investigation and prosecution indicators

		FRAMEWORK Indicators		OPERATIONAL Indicators	
		Level 1	Level 2	Level 1	Level 2
3.1	Criminalization of trafficking in persons	Key international instruments (United Nations Convention against Transnational Organized Crime (UNTOC) and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, regional instruments where relevant) are ratified	Trafficking is criminalized in line with the international definition (e.g. key elements; most forms criminalized)	Trafficking law is used to prosecute trafficking cases	Convictions are achieved with sentences commensurate to the gravity of offence enforced
3.2	Non-criminalization/ Non-punishment of victims of trafficking	Non-criminalization of victims for acts committed while trafficked is codified in legislation	Irrelevance of victim consent to their exploitation is codified in legislation	There is evidence that victims of trafficking are not punished or penalized for acts resulting from trafficking	Awareness among criminal justice practitioners about the irrelevance of consent in trafficking prosecutions
3.3	Investigations, prosecutions and convictions carried out by competent authorities	Specialized actors/ institutions designated are competent in law or policy framework	Law or policy sets out clear roles of competent law enforcement authorities	Specialized institutions are operationally and strategically competent to carry out reactive investigations	Specialized institutions are operationally and strategically competent to conduct proactive investigation

		FRAMEWORK Indicators		OPERATIONAL Indicators	
		Level 1	Level 2	Level 1	Level 2
3.4	Capacity of criminal justice practitioners	Legal/policy framework provides for anti-trafficking training	Anti-trafficking training is tailored to national needs and capacity gaps	Criminal justice practitioners receive one-off/occasional training	Criminal justice practitioners receive regular or ongoing training
3.5	Special investigative techniques	Legislation on the use of special investigative techniques against trafficking	Law or policy guidance on the application of special investigative techniques to human trafficking investigations	Authorities are aware of and/or have occasionally employed special investigative techniques	Authorities regularly/routinely employ special investigative techniques

Prevention indicators

		FRAMEWORK Indicators		OPERATIONAL Indicators	
		Level 1	Level 2	Level 1	Level 2
4.1	Prevention programmes to address root causes and vulnerability	Strategy/policy is in place to alleviate economic conditions, discrimination and other root socioeconomic causes	Strategy/policy in place recognizes and targets relevant and specific forms of vulnerability/ specifically vulnerable groups	There is evidence of programmes to address root causes of general vulnerability	There is evidence of prevention programmes targeted to specifically vulnerable individuals and groups
4.2	Awareness-raising and involvement of media in information dissemination	Strategy/policy is in place to raise awareness of trafficking and establish a hotline	Strategy/policy is in place to engage and empower media to raise awareness	Awareness-raising efforts are undertaken and hotlines are established and operational	Media reporting is accurate and responsible (does no harm) to victims/potential victims/others
4.3	Research institutions active in research and data collection	State data collection system is in place to collect and disaggregate data on traffickers and victims	Research institutions are formally engaged in data collection and research about trafficking	Research and data collection on the root causes, trends, demand is conducted	There is evidence that prevention strategies are evidence-based (i.e. using data and research)
4.4	Social and economic programmes to address demand	Policy is in place to address demand including by engaging labour markets to prevent exploitative labour practices	Cooperation agreements/ arrangements with private sector/civil society groups are in place to address demand	There is evidence of increased measures to strengthen monitoring and regulation of labour markets	There is evidence of measures taken to target consumers of services provided by victims of trafficking

		FRAMEWORK Indicators		OPERATIONAL Indicators	
		Level 1	Level 2	Level 1	Level 2
4.5	Border measures and migration governance against trafficking in human beings	Strategy is in place to prevent trafficking and exploitation in the context of border and migration-related controls	Strategy is in place to provide regular migration opportunities to reduce vulnerability to trafficking	There is evidence of increased regular migration opportunities provided to reduce vulnerability to trafficking	There is evidence of measures taken to prevent trafficking and exploitation of migrants (e.g. through registration/information for migrants)

Cooperation and coordination indicators

		FRAMEWORK Indicators		OPERATIONAL Indicators	
		Level 1	Level 2	Level 1	Level 2
5.1	National Action Plan against trafficking	National Action Plan against trafficking in human beings is in place	National Action Plan provides for increased national, bilateral and regional cooperation	Operating procedures are in place to practically guide the implementation of the National Action Plan	Operating procedures are used by stakeholders in implementing the National Action Plan
5.2	National Coordinator/ Rapporteur	Law/policy designates a National Coordinator/ Rapporteur or similar to coordinate on trafficking	The National Coordinator/ Rapporteur is given clear mandate and monitoring capacity	A National Coordinator/ Rapporteur is appointed	There is comprehensive coordination of all issues concerning trafficking in human beings
5.3	Cooperation between State and non-governmental organizations (NGOs)/ civil society/ international organizations and other non-State actors	Law/policy provides for cooperation between State and non-State actors (NGO/ civil society)	Coordination agreements/ mechanisms are in place between State and non-State actors	State and non-State actors meet to cooperate on a case or an ad hoc basis	State and non-State actors cooperate on a routine and proactive basis
5.4	Bilateral and transnational criminal justice networks against trafficking	Bilateral and transnational criminal justice cooperation agreements are in place	Bilateral/ transnational cooperation agreements with all relevant key countries are in place	There is evidence of bilateral/ transnational criminal justice cooperation against trafficking	Bilateral/ transnational cooperation is proactive (i.e. exceeds ad hoc response to cases)
5.5	Bilateral and transnational cooperation beyond criminal justice	Agreements are in place to support counter-trafficking cooperation beyond investigation/ prosecution	Bilateral/ transnational agreements specific to assistance and protection/ prevention of trafficking are in place	There is evidence that agreements result in bilateral/ transnational cooperation beyond investigation/ prosecution	There is evidence that agreements result in bilateral/ transnational cooperation to assist and protect/ prevent trafficking

