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I. Introduction

While populations from the Middle East, South East Asia, and Africa have been traveling to Europe through various transit routes in growing numbers since 2011, 2015 marked the sharpest increase in arrivals to Europe and deaths in the Mediterranean. International organizations, European Union policy makers, national governments of affected and neighboring states recognized the urgent need to identify effective measures to tackle the resulting humanitarian, economic and security issues.

Irregular migration is closely linked to the issue of human trafficking and organized crime and has become even more visible during the ongoing migration crises. Simultaneous processes need to operate: border controls, asylum procedure, criminal procedure and targeted assistance to victims of trafficking. This is a particular challenge to national administrations under severe pressure.

As the migration crisis poses challenges in terms of irregular migration and trafficking in human beings, putting vulnerable groups at risks, the Eastern Partnership Panel on Migration and Asylum is devoting its first Panel meeting in 2016 to focus on how to effectively combat this phenomenon with the victims' rights perspective underlined. The meeting on irregular migration and trafficking in human beings in the context of the current migration crisis will be held in Chisinau, Moldova on 14-15 April 2016.

The meeting discussion will contribute to enhancing mutual understanding as well as exchange of good practices and approaches to common challenges between the European Union Member States (EU MS) and the Eastern Partners (EaP countries). To facilitate and channel the discussion the present paper was prepared as a background and preparatory information source. The objective of the present paper is to (i) provide an overview of the migration situation in the region after eruption of the migration crisis as well as preparedness and response measures adopted by the national authorities in this regard, (ii) examine impact of the crisis on trafficking in human beings, (iii) compare practices of the EU MS and EaP countries regarding assistance to victims of trafficking, other vulnerable migrants and returnees.

The discussion paper was developed based on the answers received from nine EU MS¹ and six² EaP countries to a questionnaire ([Annex I](#)) specifically designed for this purpose. The questionnaire sent to the participating states comprised of eight questions aimed at finding out more on the policies and practices concerning countering irregular migration and trafficking in human beings, especially in the context of the current migration crisis, in the EU MS and EaP countries.

¹ The following EU MS provided input: Bulgaria, the Czech Republic, Finland, Hungary, Latvia, Lithuania, Portugal, the Slovak Republic and Sweden.

² All the EaP countries provided input: Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine.

II. Executive summary

The migratory situation in the EaP countries and the EU MS, national preparedness and response measures

Individual EU MS were affected by the crisis very differently: from not being influenced by it to experiencing only a slight increase of illicit border crossings and asylum applications and to facing significant migration pressure. None of the responding EaP countries was affected by the crisis. These different consequences of the crisis for the countries stem from such factors as geographical location, economic situation, immigration history etc. At the same time, migratory routes pass close to the borders of the countries presently not affected and they tend to quickly change due to measures adopted by the neighboring states and by increasing demand and by facilitators diversifying the routes. Authorities of some countries presently not affected recognize a potential risk and develop a contingency plan, those who are experiencing the heightened migration pressure are implementing relevant measures, among which are closure of the border, revision of the legislation, trainings and drills for emergencies, close monitoring and analysis of the situation, cooperation with the neighboring countries, assistance to the countries of origin. Since more than 90% of the migrants travelling to the EU use facilitation services provided by criminal groups, action to fight criminal networks of smugglers and traffickers would act as a disincentive to irregular migration.

Trafficking in human beings as part of the migration crisis

It is widely recognized that the migration crisis is accompanied by rising occurrences of trafficking in human beings (THB). Persons who start their journeys in a voluntary manner are also vulnerable to networks of labor or sexual exploitation. National authorities have to ensure that all victims of trafficking are properly identified and can benefit from the assistance and protection measures, in particular by improving the identification of victims of THB among asylum seekers and irregular migrants. States should maintain formal, functional national referral mechanisms (NRM), describing procedures and criteria to better identify, refer, protect and assist victims. Assistance provided to victims of trafficking shall help them in their physical, psychological and social recovery. NRMs should involve the widest possible range of actors, including all relevant public authorities and civil society organizations.

Prevention and mitigation

Preventive and mitigating measures include research, information, awareness raising and education campaigns, social and economic initiatives and training programs, in particular for persons vulnerable to trafficking and for professionals concerned with trafficking in human beings. Awareness-raising programs and risk-reduction projects are conducted by the government authorities, international organizations and non-governmental organizations (NGO); they target vulnerable groups, e.g. people looking for jobs abroad in high-risk sectors, women and children at risk, domestic workers, Roma communities, undocumented workers and situations such as major sporting events; they can also be focused on reducing demand, e.g. campaigns targeting potential users of sexual services provided by THB victims. They can be implemented locally, nationally, internationally and in third countries depending on the target audience. Cooperation and partnerships among all actors working in the field are crucial to addressing THB. Partnerships take place at different levels and also are cross-sectoral: between states, international organizations and civil society, media and private sector, medical staff, legal practitioners, judicial and law enforcement authorities, national coordinators etc.



III. The migratory situation in the EaP countries and the EU MS, national preparedness and response measures

A. Change in migratory situation

According to IOM, in 2015, **1,046,599** people have been travelling to Europe through various transit routes across Africa, Asia and the Middle East³.

Individual EU MS were affected by the crisis very differently: from not being influenced by it (**Latvia, Lithuania, Portugal**) to experiencing only a slight increase of illicit border crossings and asylum applications (**the Czech Republic, the Slovak Republic**) to facing significant migration pressure (**Bulgaria, Finland, Hungary, Sweden**).

As Hungary noted, last year it has faced the biggest migratory pressure in its history. The number of persons apprehended by police for illicit border crossing increased sevenfold compared to 2014. The unprecedented phenomena had consequences for the asylum system as well.

In absolute figures it looks like this: the number of apprehensions for illegal border crossing in **Hungary** rocketed from 56,000 in 2014 to 391,000 in 2015; the number of asylum seekers registered in **Finland** reached 32,000 (while before the average annual number was between 2,000 and 6,000), in **Hungary** and **Sweden** this figure was 170,000 on average. In **Bulgaria** the number of asylum seekers doubled and the number of illicit border crossings tripled.

None of the EaP countries was affected by the crisis. **Armenia** marked this question as non-applicable to its situation, **Belarus** reported that the migratory situation is stable and under the authorities' control, **Moldova** directly stated it was not affected, others provided statistical and analytical data that made this evident. **Azerbaijan** indicated that increase in number of asylum seekers in 2014 was related to the conflict in the Eastern part of Ukraine which prompted some Ukrainian citizens, including those of Azerbaijani origin, residing in the conflict zone to seek protection in Azerbaijan. In 2015, this number went down from 69 to 33. According to the information from **Ukraine** the Eastern migratory route that crosses the territory of the country towards the EU remains stable and there are no threats observed. At the same time the statistics show twofold increase of apprehensions for illicit border crossing from Ukraine towards the EU (from 938 to 1,800) and a 50% increase in number of foreigners and stateless persons denied entry to Ukraine that grew from about 9,000 to 13,700. Increase of applications for international protection in Ukraine was only marginal (from 1,173 to about 1,400).

These different consequences of the crisis for the countries stem from such factors as **geographical location, economic situation, immigration history etc.** Lithuania offers an analysis of this:

*Economic reasons are the primary cause for irregular migration (in a great majority of such cases **Lithuania** is affected by migration only as a transit country), i.e. difference in social and economic development levels between the countries of origin of irregular migrants and the intended destination countries cause them travel from Asian to the West and North European countries, selecting Lithuania as a transit country. In these latter years, since the middle of 2014 Lithuania has been mostly affected by irregular migration of Vietnamese nationals whose migration*

³ "Mixed Migration Flows in the Mediterranean and Beyond. Compilation of Available Data and Information. Reporting period: 2015", IOM <http://doe.iom.int/docs/Flows%20Compilation%202015%20Overview.pdf>.



routes stretch both from Belarus to Lithuania and from Russia and Belarus to Latvia and further continue through the EU's internal borders to Lithuania and Poland. It should be noted that Lithuania's geographical position could be regarded as a natural retarder for irregular migrants transiting from the South to the North.

Ukraine attributes its exclusion from the crisis to its geographical location, the conflict in the East and deteriorated economic situation⁴.

At the same time, migratory routes pass close to the borders of the countries presently not affected and they may quickly change due to measures adopted by other countries and by increasing demand and facilitators diversifying the routes.

B. Measures adopted and applied by the national governments

The relevant authorities of **Lithuania**, who is presently a transit country, recognize a potential risk. According to them there is still a risk that because of ever increasing scale of irregular migration Lithuania might also be affected by it.

A number of the countries described preparedness and response measures they adopted, among them **Bulgaria, Finland, Georgia, Hungary, Latvia, Lithuania, the Slovak Republic, Sweden**:

- **closure of the border:** **Bulgaria** constructed an engineering facility along part of the border with Turkey, **Hungary** closed the “green” border with Serbia and Croatia, **Latvia** started construction of a fence with the Russian Federation the first phase of which was built in the places considered as the most dangerous from the point of view of irregular migration, **Sweden** reintroduced border control at its internal borders and ID checks on travelers from Denmark (passing via the Öresund Bridge);
- **revision of the legislation:** **Finland** amended its legislation with the view to decrease its attractiveness as a destination country, a special program aimed to prevent unmanaged flow of asylum seekers was also adopted, **Georgia** introduced the Civil Security Action Plan which covers emergency management of sudden flows of refugees as well as the framework and methodology for the management of accumulated backlog of asylum applications, the Government of **Latvia** adopted the Action Plan for transferring and reception of persons in need of international protection, the State Border Guard Service of **Lithuania** developed a draft amendment to its Emergency Management Plan (amendments related to a mass influx of aliens),
- **trainings and drills for emergencies:** **Lithuania** conducted a civil protection exercise titled “A Mass Influx of Aliens” whose objective was to assess capability of the State Border Guard Service and other authorities in setting up outdoor camps in the event of a mass influx of migrants etc, **Slovakia** conducted an exercise focusing on management of migratory flow which could possibly come through its territory (construction of mobile barriers for directing the flow of migrants and their subsequent identification and registration);
- **close monitoring and analysis of the situation:** the Government of **Georgia** is working to develop a unified migration risk analysis system, in order to timely prevent redirection of the migration routes towards **Lithuania** criminal intelligence and migration control measures are

⁴ Analysis from the weekly monitoring reports prepared by the State Migration Service of Ukraine <http://dmsu.gov.ua/mihratsiinyi-profil/3520-operativnij-zvit-z-monitoringu-migratsijnikh-protseviv>.



carried out in the country, the **Slovak** government organized two exercises to strengthen the monitoring of internal borders with Hungary and Austria;

- **cooperation with the neighboring countries and with the countries of origin:** **Finland** takes active part in EU's common efforts by enhancing cooperation with the countries of origin and transfer, **Lithuania** recognizes utmost importance of close cooperation with its neighboring countries, **the Slovak Republic** seconded several police officers to assist Hungary, Slovenia and Macedonia, **Hungary** provides border protection and expert assistance to its neighbors:

In 2015, Hungary sent 10 police officers, in shifts, to the Serbian-Macedonian border and 52 police officers to Slovenia in November. Furthermore it provides significant assistance to Macedonia in the field of border protection (tools and trainings) and in this regard a contingent of 30+1 police officers served in Macedonia between 4 January and 4 February 2016. Based on the request of Macedonia (to wait one month between the shifts) the next contingent started to serve on 15 March 2016. Beside the aforementioned Hungary offered its assistance several times to Frontex and EASO regarding Greece and Italy. In the framework of the EU Civil Protection Mechanism Hungary provided assistance to Serbia and Slovenia.

- **assistance to the countries of origin:** **Hungary** offered over 4 million EUR to Africa Trust Fund, Syria Trust Fund, UNHCR, World Food Programme, it is also ready to establish and maintain a hospital in Syria as soon as the Syrian situation makes this possible.

As a result of measures adopted in **Bulgaria**, **Hungary** and **Sweden** the pressure on these countries was relieved and migratory routes diverted.

Since the closure of the Hungarian-Serbian and Hungarian-Croatian "green" borders the migratory routes have shifted, therefore Hungary is not part of the Western Balkans migratory route at the moment.

Since Sweden reintroduced the border control at the Swedish internal borders in mid-November 2015 and the ID-controls on travelers from Denmark in January 2016, the influx of migrants has decreased. Before the controls were introduced a substantial number of migrants transited through Sweden to its neighboring countries. This flow has now been diminished substantially.

At the EU level a range of measures was approved and implemented. Thus, the European Commission adopted the European Agenda on Migration in which it particularly referred to the necessity of working in **partnership** with third countries to tackle migration upstream. Close attention shall also be paid to the **eastern partners**, the Western Balkans and Asia fostering existing cooperation frameworks⁵.

[Annex II](#) contains detailed information on the tendencies of migration flows and national measures adopted in response to changes.

⁵ The Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions "A European Agenda on Migration", COM(2015) 240 final of 13 May 2015, p.5.



C. Detection and countering the criminal networks

According to Europol more than 90% of the migrants travelling to the EU used **facilitation services**. In most cases, these services were offered and provided **by criminal groups**, in other cases by individual criminal entrepreneurs⁶. Action to fight criminal networks of smugglers and traffickers would act as a **disincentive to irregular migration**, while first and foremost it is a way to prevent the exploitation of migrants by criminal networks.

Lithuania and **Moldova** informed that during 2015 they dismantled criminal groups on their territories.

Lithuania disrupted activities of two groups involved in smuggling of predominantly Vietnamese nationals via the territory of the country. Citizens of Lithuania, Latvia, the Russian Federation and Kyrgyzstan were arrested. It should be noted that the detained facilitators are only intermediaries, a link in a chain between the main organizers of this irregular migration route, who are residing in Moscow, the Russian Federation, and Warsaw, the Republic of Poland.

In Moldova, during six months of 2015, four organized criminal groups specializing in human trafficking, child trafficking, pandering, and illegal migration were eliminated. 25 suspects were detected, 10 were detained and arrested, 9 victims of trafficking and 13 sex workers were identified.

16 outbound channels of trafficking were eliminated in **Belarus** in 2015, including to Russia, to Turkey, to Cyprus and to the UAE through which 44 victims were transferred. **Portugal** is investigating cases against 27 criminal networks.

Hungary provided information on the number of suspected offenders detained by the authorities without emphasizing their criminal ties to the networks/groups: in 2015, 1,177 persons were apprehended based on charges in human smuggling, among them 426 persons were Hungarian, 186 Serbian and 116 Romanian citizens.

Latvia informed that involvement of the mobile organized criminal groups was detected in the illegal movement of persons across the state border. These groups operated in several countries and had been involved in various criminal offences and also had a wide criminal network within the European Union as well as in third countries (e.g. the Russian Federation, Belarus). In 2015, 87 smugglers were apprehended: 34 Russians (including 22 of Chechen origin), 31 Latvians, 6 Poles, 4 Tajiks, 4 Estonians, 3 Iraqis (all EU residents), 1 Kyrgyz, 1 Italian, 1 Lithuanian, 1 Vietnamese, 1 Albanian.

National governments adopted a set of measures aimed at countering criminal activities related to migrant smuggling and THB:

- **stiffening criminal law: Bulgaria** introduced longer imprisonment and increased pecuniary penalties for smuggling, including for a crime committed by an official and by a group, **Georgia** changed its Criminal Code to encourage reporting of THB and ensuring security of witnesses, **Hungary** amended its Criminal Code and Criminal Procedure Code in order to increase sanctions against smugglers and to introduce new criminal offences in relation to damaging of the border fence and its illicit crossing; **Latvia** initiated amendments to its

⁶ "Migrant smuggling in the EU", Europol, February 2016, p.2
https://www.europol.europa.eu/sites/default/files/publications/migrant_smuggling_europol_report_2016.pdf.



Criminal Law with the view to introduce new aggravating indications and hardened penalties for offenses related to smuggling of migrants;

- **strengthening control measures:** *Azerbaijan* is emphasizing such measures as conducting monitoring and checks, strengthening control over labor migration; *Georgia* established new structures under the MIA and the Ministry of Labor for better detection and investigation and for carrying out inspections, *Lithuania* started to enhance criminal intelligence activities and to increase border surveillance efficiency, i.e. the most vulnerable sections of the state border with Belarus were secured by border surveillance system;
- **interagency cooperation:** even though there were no cases related to THB detected in *Latvia* during 2015 officials of different law enforcement agencies participated in the working group meetings in order to discuss the issues and the measures how to combat possible trafficking in human beings;
- **risk analysis:** *Sweden* does not analyze smuggling networks as such, which is often done by international agencies such as Frontex, but the national police authorities are well-informed on the profile of culprits involved in different criminal activities (i.e. migrant smuggling, trafficking for sexual purposes); *Ukraine* is providing its analysis of the smugglers' activities.

Additionally, [Annex III](#) contains data on the number of victims of THB and/or number of related crimes detected in 2015.

Possible topics for discussion	<i>How are the monitoring and analysis of the migration situation being conducted in your country? Did the methods, sources of information, risk indicators etc change in the past two years?</i>
	<i>Were the measures adopted in your country adequate/sufficient? Which other initiatives are being contemplated by the government?</i>
	<i>How did criminal activities related to smuggling and trafficking change in your country?</i>

IV. Trafficking in human beings as part of the migration crisis

A. Recognition of interconnection between the crisis and THB

Migrants **smuggling** and **trafficking** are two **diverse yet interlinked** criminal activities perpetrated by criminal networks. The difference between the two is that in the former, migrants willingly engage in the irregular migration process by paying for the services of a smuggler in order to cross an international border, while in the latter they are the victims, coerced into severe exploitation which may or may not be linked to the crossing of a border. In reality, the two phenomena are not easy to disentangle as **persons who start their journeys in a voluntary manner are also vulnerable to networks of labor or sexual exploitation.**

Several expert organizations claim that the current migration crisis also leads to THB:

- **International Organization for Migration (IOM):** increasing reports from IOM field staff in various locations along the Eastern Mediterranean and Western Balkan Routes alerted IOM to the acute need for reliable data on the prevalence of **trafficking and exploitation of migrants and refugees**. Building upon its flow monitoring operations in the region, IOM is now

collecting the baseline data needed to develop evidence-based responses to combat these crimes and protect victims, including analysis of groups most at risk and geographical areas with the highest incidence of reported trafficking and exploitation indicators⁷;

- **International Centre for Migration Policy Development (ICMPD)**: for almost five years, Syrians have been fleeing their homes, moving repeatedly within the country or across its borders. The longer the war continues, the more people's savings are depleted, and they become increasingly **vulnerable to trafficking** as they are no longer able to meet their basic needs. As the new ICMPD study shows, more and more families have no viable alternative for survival other than situations that could be defined as exploitation and trafficking in national and international law. The complexity of their situations is influenced by the war and violence itself, but also by the legal and institutional systems that the children, women and men fleeing war must navigate within Syria and in the four hosting countries. Syrians' legal status in Turkey, Lebanon, Jordan and Iraq does not usually allow them to work. Refugees intending to seek safety in Europe must pay substantial sums of money, and maybe even go into debt, to migrant smugglers. One major risk is that a situation of migrant smuggling can develop into one of human trafficking⁸;
- **the Group of Experts on Action against Trafficking in Human Beings (GRETA)**: while most of these people are being transported by smugglers who do not seek their exploitation, many of them are at high risk of falling victim to human **trafficking in the process**. These migrants frequently face barriers in accessing assistance, making them an easy prey for traffickers and exploiters in the countries where they seek asylum or in transit countries. Unaccompanied and separated children are particularly vulnerable to being caught up in the web of traffickers and are less likely to be identified as victims of trafficking in screening procedures⁹;
- **United Nations High Commissioner for Refugees (UNHCR)**: the increasing proportion of women and girls among asylum seekers and migrants **heightens the risk of trafficking** for the purpose of sexual exploitation and sexual and gender-based violence¹⁰;
- **European Commission (EC)**: in the context of the crisis the EC explicitly mentioned the need of taking specific action against traffickers' networks and providing assistance to victims of trafficking. For that the Commission intended to complete the initiatives foreseen in the current strategy against Trafficking in Human Beings¹¹ and look at how work can be further improved in 2016¹².

⁷ "IOM: Mixed Migration Flows in the Mediterranean and Beyond. Preliminary Findings: Counter-Trafficking Survey. Data collected on 7 December 2015 – 22 February 2016", p.1 <http://doe.iom.int/docs/Analysis%20-%20CT%20Survey%20-%2003%20Mar%202016.pdf>.

⁸ "How are the war in Syria and the refugee crisis affecting human trafficking?" <http://www.icmpd.org/news-centre/news-detail/new-research-how-are-the-war-in-syria-and-the-refugee-crisis-affecting-human-trafficking>.

⁹ 5th General Report on GRETA's Activities covering the period from 1 October 2014 to 31 December 2015, http://www.coe.int/t/dghl/monitoring/trafficking/Docs/Gen_Report/GRETA_2016_1_Web_en.pdf.

¹⁰ UNHCR: "Report warns refugee women on the move in Europe are at risk of sexual and gender-based violence", http://data.unhcr.org/mediterranean/flash_read.php?ID=84 and Statements by High Commissioner of 8 March 2016 <http://www.unhcr.org/56dec2e99.html>.

¹¹ The Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on "The EU Strategy towards the Eradication of Trafficking in Human Beings 2012–2016", COM(2012) 286 final.

¹² The Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions "A European Agenda on Migration", COM(2015) 240 final, p.9.



Since there is a link between the migration crisis and THB, the number of potential and identified victims among third country nationals (TCN) should be higher in those countries most affected by the crisis. The table below demonstrates correlation between being affected by the migration crisis and the number of victims of THB:

Country	Influence of the crisis	Number of victims among TCNs
Armenia	-	-
Azerbaijan	Not affected	7
Belarus	Not affected	0
Bulgaria	Affected	0
Czech Republic	Slightly affected	4
Finland	Affected	52
Georgia	Not affected	7
Hungary	Affected	0
Latvia	Not affected	0
Lithuania	Not affected	0
Moldova	Not affected	14
Portugal	Not affected	15
Slovak Republic	Slightly affected	0
Sweden	Affected	180
Ukraine	Not affected	0

The following observations can be made:

- **Belarus, Armenia, Latvia, Lithuania** and **Ukraine** are not affected by the crisis and no victims were identified among TCNs by the relevant national authorities in 2015;
- **Azerbaijan, Georgia, Moldova** and **Portugal** are not affected by the crisis and the number of victims among TCNs is considerably low (7, 7, 14 and 15 respectively) and judging by nationalities of the victims they are not related to the crisis;
- **the Czech Republic** and **the Slovak Republic** are slightly affected by the crisis and the number of victims among TCNs is low (4 and 0 respectively);
- **Finland** is significantly affected by the crisis and the number of victims among TCNs is medium (52);
- **Bulgaria, Hungary** and **Sweden** are significantly affected by the crisis but the situation with the identification of victims among TCNs in these three countries differs essentially: 0, 0 and 180 respectively.

Hungary explains this in its information submission:

In 2015 the Office of Immigration and Nationality has not identified any third country national as victim of trafficking in human beings. Identification of alleged victims is challenging because most of the asylum seekers leave to unknown location before the finalization of the asylum procedure. The main reason for this is the fact that the third country nationals applying for asylum in Hungary do not regard Hungary as their final destination and they would like to reach other EU countries. In 2015, significant part of the asylum seekers has not arrived to the



assigned reception center therefore the staff of the reception centers (social workers, care providers) had no opportunity for identification.

More on nationalities and the generalized profile of victims of THB see [Annex IV](#).

B. Identification of victims of THB among asylum seekers and irregular migrants

Since an example of **Hungary** was mentioned in the previous section let us see the external experts' analysis of the challenges Hungary faces in relation to identification of victims of THB. In its Report Concerning the Implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Hungary GRETA provides its evaluation and recommendations. Being considered primarily as a country of origin, little attention has been paid to date to foreign victims of trafficking who may be exploited in Hungary or transiting through the country. Only three foreign victims have been identified from 2011 to 2014. Government Decree on the Identification of Victims of Trafficking in Human Beings excludes irregular migrants from the new identification framework¹³. Experts recommend improving the **identification of victims of THB among asylum seekers and irregular migrants**, increasing efforts to identify child victims of THB, including amongst unaccompanied minors, and setting up child-specific identification procedures¹⁴.

Pretty much similar difficulties are experienced by some other State Parties of the Convention¹⁵. During the first round of evaluation of the Convention, which has now been completed in respect of 40 State Parties, GRETA paid particular attention to the identification of victims of trafficking among asylum seekers and irregular migrants facing forced return/expulsion in detention facilities. Among recommendations to the countries: authorities have to ensure that all victims of trafficking are properly identified and can benefit from the assistance and protection measures contained in the Convention, in particular by improving the identification of victims of THB among asylum seekers and irregular migrants by increasing efforts to train staff of migration agencies on identification and the use of common indicators for identification, by introduction of clear, binding procedures to be followed for the screening of persons placed in identification/detention/expulsion centers for signs of trafficking.

Finland recognizes the shortcomings of the situation. It states: "The general decrease of identified victims has been estimated being among others as a result of the relevant authorities (e.g. the reception facilities) being very busy with the influx of asylum seekers. However the authorities estimated that increased migration will show in numbers of identified THB victims during few next years."

Below are the particularities of identification procedures based on the submissions by the countries.

Bulgaria, the Czech Republic, Hungary and Sweden mentioned that the staff dealing with asylum seekers and irregular migrants in return procedures is specially trained for identification of victims of trafficking.

¹³ GRETA's Report Concerning the Implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Hungary, first evaluation round, 29 May 2015, p.32 http://www.coe.int/t/dghl/monitoring/trafficking/Docs/Reports/GRETA_2015_11_FGR_HUN_en_w_cmnts.pdf.

¹⁴ *Ibid.*, p.33.

¹⁵ See GRETA's reports on individual countries http://www.coe.int/t/dghl/monitoring/trafficking/Docs/Publications/Evaluations_en.asp.



*In **Bulgaria** trainings are planned for the interviewers of the State Agency for Refugees on recognizing of indicators of trafficking and exploitation among asylum seekers and also on applying the National Referral Mechanism. Special attention is to be given to unaccompanied minors.*

*In **the Czech Republic** specific questions aimed at getting relevant information exist and the responsible staff is trained.*

*In **Hungary** those officials who get into contact with the TCNs and are responsible for the asylum hearings have to attend several interview technique trainings.*

***Sweden** is emphasizing that the central point of identification work is building up the knowledge about THB among the staff through information and training activities.*

Georgia, Latvia, Moldova and **the Slovak Republic** pointed at existence of **common** methodology on identification of victims of trafficking in **all the procedures**. Law enforcement authorities of **Belarus** identify victims of THB in the course of their routine operational activities for detection, prevention and disclosure of crimes associated with THB. **Azerbaijan** noted that **all** the proactive and reactive measures applied by the relevant authorities with the view to detect and identify victims of THB are equally applicable within the asylum procedures.

*The State Border Guard Service of **Latvia** can identify victims of human trafficking during border checks, interviews of foreigners, during the in-depth border checks as well as during the asylum procedure and return procedure. There is common methodology developed and used for identification of victims of human trafficking during the border checks, interviews, as well as in the asylum procedure and return procedure.*

*The Guidelines on Identification of Victims and Potential Victims of THB have been approved by Order of the Ministry of Labor, Social Protection and Family of **Moldova**. The guidelines are an operational tool establishing the steps to be taken by central and local authorities, NGOs and service providers during the identification process. They provide the methodology on how to identify victims and potential victims of THB and the interinstitutional cooperation procedures. The guidelines have two annexes containing questionnaires for identifying victims and potential victims of THB.*

Sweden underlined that it ensures timely identification of persons with special procedural and/or reception needs (particularly trafficking victims) at all stages of the asylum procedure:

*In order to fulfill the obligations of the recast Asylum Procedures Directive and the recast Reception Conditions Directive, **Sweden** is implementing the EASO Tool for Identification of Persons with Special Needs (IPSN tool¹⁶) which is an interactive online tool in order to identify asylum seekers with special needs in the asylum process, including also THB victims. This tool is used throughout the whole process and is currently being translated to Swedish.*

¹⁶ <https://ipsn.easo.europa.eu/easo-tool-identification-persons-special-needs>.



C. Status of victim of THB and international protection

It is now well established, as a matter of refugee law, that a victim of human trafficking may have a claim to asylum or subsidiary/complementary protection. As UNHCR has noted, “inherent in the trafficking experience are such forms of severe exploitation as abduction, incarceration, rape, sexual enslavement, enforced prostitution, forced labor, removal of organs, physical beatings, starvation, the deprivation of medical treatment. Such acts constitute serious violations of human rights which will generally amount to persecution¹⁷.” Risks faced on return to a country of origin, or a third country (of transit, for example), including risks of re-trafficking, are also recognized as potentially giving rise to a claim to asylum.

Several responding countries – **Hungary, Latvia, Lithuania** and **Sweden** – paid attention to this issue and made the statement that the mere fact that an asylum seeker is a victim of human trafficking does not affect the likelihood of being granted international protection.

At the same time in **Hungary** and **Latvia** these circumstances can be taken into account when a decision on granting international protection is made.

In Hungary alleged victims of human trafficking are not automatically recognized as refugees but the asylum authority evaluates this circumstance as persecution and serious harm.

In Latvia, according to provision of the Asylum Law, an asylum seeker is interviewed in order to allow competent authorities to get information relevant for making a decision on granting or rejecting international protection to an applicant. During the interview an asylum seekers can provide any information which is related to asylum grounds, vulnerability, special procedural needs etc.

Georgia informed that a foreign victim and statutory victim of trafficking may, at his/her request, be granted asylum on the territory of Georgia if there is reasonable ground to believe that his/her life, health or personal liberty will be under threat due to return to the country of origin.

Latvia, Sweden and **Ukraine** established a norm that if there is a risk for a trafficked person in case of return to the country of origin a residence permit is granted to stay in the host country.

In Sweden THB in itself is not a legal basis for an asylum claim according to the Swedish Aliens Act. But the stigma and trauma of THB can be determined to establish residence permit based on humanitarian reasons.

If the relevant Ukrainian counter-trafficking authorities have grounds to believe that there are threats to life, physical or psychological health or freedom and integrity of a victim of THB who is a TCN in case of return to his/her country of origin after expiration of the permitted term of stay in Ukraine, this person's legal status as a victim of THB in Ukraine can be extended. After three years of staying in Ukraine as a victim of THB such person can be granted an immigration permit (=permanent residence).

¹⁷ UNHCR, Guidelines on International Protection No. 7: The application of Article 1A(2) of the 1951 Convention and/or 1967 Protocol relating to the Status of Refugees to victims of trafficking and persons at risk of being trafficked, UN Doc. HCR/GIP/06/07, 2006.



According to the legislation of **the Slovak Republic** every victim of human trafficking from among aliens is entitled to receive tolerated stay. Tolerated residence shall be granted by the police department according to the request of the law enforcement authority for at least 180 days, and even repeatedly.

Azerbaijan pointed at the legal norm according to which return decisions are not taken regarding minors who became victims of trafficking. Return decisions are not taken regarding adults for the period of one year, residence permit of the same duration is issued. In **Belarus** expulsion and deportation procedures are terminated in cases of victims of THB.

Many countries also introduced norms that victims of trafficking are allowed to stay on their territory for a so called **recovery and reflection period** and for the duration of the **criminal proceedings** in their case if they **cooperate** with the law enforcement and judicial authorities.

A recovery and reflection period for the person to recover and escape the influence of traffickers and/or to take an informed decision on cooperating with the competent authorities is mentioned by **Azerbaijan, Belarus, Georgia, Hungary** and **Sweden**.

Hungary, Latvia, Lithuania and **Sweden** pointed out that they issue residence permit if a victim's stay in the country is deemed necessary for the purpose of his/her co-operation with the competent authorities in investigation or criminal proceedings. **Georgia** mentioned that temporary residence permits are issued by the authorities for the duration of victims' stay in the country.

*In order to make it easier for perpetrators to be brought to trial, a provision granting temporary residence permits for foreign victims (and witnesses) was introduced into **Swedish** national law where this is considered justified, in order to carry out a preliminary investigation and main hearing in the criminal case. In 2014, the migration agency made 64 decisions to grant temporary residence permits to such victims. Victims are required to cooperate with the criminal investigation authorities and to break off all links with the individuals who are suspected of crimes.*

Azerbaijan, the Czech Republic, Finland, Georgia, Hungary and **the Slovak Republic** provided information on a possibility of a victim of THB to receive assistance in his/her voluntary return to the country of origin.

Please, see [Annex VI](#) for the detailed information on particularities of identification process in the participating countries.

D. Assistance available to victims of THB, including compensation

There are certain international standards regarding assistance provided by the states to victims of THB. Such assistance shall help victims in their physical, psychological and social recovery. The measures most often mentioned by the countries include:

- medical assistance (**Armenia, Azerbaijan, Belarus, Bulgaria, Finland, Georgia, Hungary, Latvia, Lithuania, Moldova, the Slovak Republic, Ukraine**);
- legal assistance (**Armenia, Azerbaijan, Belarus, Bulgaria, Finland, Georgia, Latvia, Moldova, the Slovak Republic, Ukraine**);
- social-psychological assistance (**Armenia, Azerbaijan, Belarus, Bulgaria, the Czech Republic, Finland, Georgia, Latvia, Moldova, the Slovak Republic, Ukraine**);



- translation/interpretation (**Armenia, the Czech Republic, Finland, Georgia, Hungary, the Slovak Republic, Ukraine**);
- financial assistance, including one-off allowance (**Azerbaijan, Belarus, Finland, Georgia, Hungary, the Slovak Republic, Ukraine**);
- professional rehabilitation, including vocational training (**Azerbaijan, the Czech Republic, Georgia, Hungary, Latvia, the Slovak Republic, Ukraine**);
- assistance with employment (**Azerbaijan, Belarus, Georgia, Ukraine**);
- assistance with continuation of education (**Azerbaijan, Bulgaria, Georgia, Hungary, Latvia, Ukraine**);
- assistance with accommodation (**Azerbaijan, Belarus, Bulgaria, the Czech Republic, Finland, Georgia, Hungary, Latvia, Moldova, Ukraine**).

Apart from the measures mentioned above some countries also mentioned such forms of assistance as: provision of meals at educational institutions (**Hungary**), special procedural protection for a victim in criminal proceeding (**Latvia**), access for victims to information regarding their rights (**Ukraine**).

States establish special rehabilitation and accommodation centers for victims. **Azerbaijan** is contemplating establishing such centers that would provide services and shelter to victims.

*In **Moldova** there are seven centers (146 places) for assistance and protection of victims and potential victims of trafficking. The centers offer temporary placement for up to 30 days which can be extended to six months under certain conditions, as well as social, legal and medical assistance and psychological counselling. Social workers are present around the clock.*

Two schemes for **compensation** can be potentially available to victims: compensation from the **perpetrators** and through the establishment of a **fund** for victim compensation which can be funded by the assets resulting from monetary sanctions applied to legal persons held liable for criminal offence of human trafficking.

Armenia, Azerbaijan, Bulgaria, Finland, Georgia, Latvia, Moldova, Portugal and **the Slovak Republic** stated that their national legislation foresees access of victims of THB to compensation (from the state and/or on expense of the perpetrators).

***Moldova** gives a good insight on the court practice regarding compensation. A civil action to claim compensation may be started as part of the criminal proceedings. In practice, however, criminal courts rarely decide to grant compensation to victims of THB. NGOs supporting victims of THB indicated that the compensation awarded for material and/or non-material damage is often very low and that there are difficulties to effectively obtain the compensation because the perpetrators often do not reside in Moldova. There are no statistics available as to the number of victims of THB awarded compensation by courts. In one of the court cases of 2014 fourteen Moldovans who were exploited in the Russian Federation in 2012 were awarded 32,160 MDL (about 1430 euros) compensation each.*

Also the Government is working on a draft law that will set up a State compensation scheme. The financial compensation provided by the State will be subsidiary and



apply to cases when compensation cannot be covered or obtained from the perpetrator. The law will apply to crimes committed on the territory of the Republic of Moldova. If a Moldovan victim was exploited abroad but the offence started in the Republic of Moldova by recruiting the victim the law will also apply. A final conviction will be required before State compensation can be granted.

Summarized information regarding assistance available to victims of THB can be found in [Annex VII](#).

E. National Referral Mechanism

NRM was originally devised by the OSCE and has been adopted as an internationally accepted **cooperative framework** to identify and provide support to victims of trafficking, refer them to services.

Obligations of the states to identify and protect victims of trafficking are contained in the Council of Europe Convention on Action against Trafficking in Human Beings¹⁸ and the Directive 2011/36/EU of the European Parliament and of the Council of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims¹⁹. The latter mirrors the Convention's obligations.

The documents call to set up appropriate mechanisms to ensure early identification, protection and assistance, including legal assistance in criminal proceedings and a child-sensitive approach. The EU Strategy towards the Eradication of Trafficking in Human Beings (2012-2016)²⁰ specifies that Member States should maintain **formal, functional NRMs**, describing procedures and criteria to better identify, refer, protect and assist victims. Such mechanisms should involve the widest possible range of actors, including **all relevant public authorities and civil society organizations**.

The Commission has provided funding under a number of instruments for projects addressing these issues. According to the information available to the Commission, **over half the Member States** have formalized NRMs. Member States report broad participation in these systems, including by national ministries (health, justice, social affairs, employment etc.), law enforcement authorities, border guards and consular services, civil society organizations, service providers and labor inspectorates²¹.

In addition, NRMs can work at strategic level to help improve national policy and procedures on a broad range of victim-related issues such as residence and repatriation regulations, victim compensation, and witness protection.

The structure of an NRM varies in each country; however, NRMs should be designed to formalize cooperation among government agencies and non-governmental groups dealing with trafficked persons. And NRM usually includes a national coordinator, who is often a high-level government official, and a roundtable made up of senior representatives of government agencies and civil society. Structure of the NRMs in the participating states is summed up in the table below.

¹⁸ The list of countries who ratified the Convention https://www.coe.int/t/dghl/monitoring/trafficking/Flags-sos_en.asp.

¹⁹ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2011:101:0001:0011:EN:PDF>.

²⁰ <http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:52012DC0286>.

²¹ Commission Staff Working Document "Mid-term report on the implementation of the EU strategy towards the eradication of trafficking in human beings", SWD(2014) 318 final, p.6 <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52014SC0318&from=en>.

Country	National Coordinator	Participating Agencies	NGOs, IOs	Who identifies victims officially
Armenia	Ministry of Labor and Social Issues	identification commission: - Ministry of Labor - Prosecutor's office - police	2 NGOs	identification commission
Azerbaijan	Ministry of Interior	interagency commission: - Prosecutor General - 13 central executive bodies	-	investigators
Belarus	-	- state authorities	NGOs, IOs	-
Bulgaria	National Commission for Combating THB	- 12 ministries and governmental agencies	NGOs, IOs	pre-trial proceedings bodies
Czech Republic	Ministry of Interior	-	-	- law enforcement authorities - partner organizations
Finland	NRM under development			
Georgia	Interagency Council on Combatting Human Trafficking (chaired by the Minister of Justice)	- Ministry of Internal Affairs (Central Criminal Police Department, Border Police, Patrol Police, other departments) - Permanent Group of THB Council - mobile groups of the State Fund for Protection of and Assistance to Statutory Victims of Trafficking in Persons	-	- Permanent Group of THB Council - law enforcement authorities
Hungary	Ministry of Interior (Deputy State Secretary for EU and International Relations)	relevant organizations	NGOs, IOM, UNHCR	Office of Immigration and Nationality (re TCNs)
Latvia	-	- Police - Social Integration State Agency	-	Police
Lithuania	-	- Office of the Attorney General - Ministry of Interior - Ministry of Social Security and Labor	4 NGOs, IOM	State Border Guard Service
Moldova	Ministry of Labor, Social Protection and Family	multidisciplinary teams at all administrative levels	NGOs, IOM	-
Portugal	-	-	NGOs	SEF (the border agency), Judicial Police, Prosecutor's Office
Slovak republic	State secretary of the Ministry of Interior	- information centre - expert group - multidisciplinary working group - Europol national unit - Criminal Police Office - Border and Alien Police - Migration Office - Border Police and Frontex unit	3 NGOs	-

Sweden	Swedish Migration Agency	- police - social services	-	Swedish Migration Agency
Ukraine	Ministry of Social Policy	- National Police - Ministry of Education and Science - Ministry of Healthcare - Ministry of Foreign Affairs - Administration of the State Border Guard Service - State Migration Service - other agencies; - relevant department of the local state administration	NGOs, IOM, OSCE	Ministry of Social Policy

For more information on the regulations related to the functioning of NRMs, please see [Annex V](#).

Possible topics for discussion	<p><i>Are there any gaps and challenges in identification of victims of THB among asylum seekers and irregular migrants facing deportation?</i></p> <p><i>Is data available on how often asylum is granted where the persecution feared is linked to human trafficking?</i></p> <p><i>What are the obstacles that in practice limit access of victims of THB to services and compensation in your country?</i></p>
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V. Prevention and mitigation

Preventive and mitigating measures include research, information, awareness raising and education campaigns, social and economic initiatives and training programs, in particular for persons vulnerable to trafficking and for professionals concerned with trafficking in human beings.

A. Information campaigns

Article 18 of the Directive 2011/36/EU foresees that Member States shall take appropriate action, including through the Internet, such as information and **awareness-raising campaigns**, research and education programs, where appropriate in cooperation with relevant civil society organizations and other stakeholders, aimed at raising awareness and reducing the risk of people, especially children, becoming victims of trafficking in human beings.

Awareness-raising programs and risk-reduction projects are conducted by the government authorities, international organizations and NGOs; they **target vulnerable groups**, e.g. people looking for jobs abroad in high-risk sectors, women and children at risk, domestic workers, Roma communities, undocumented workers and situations such as major sporting events; they can also be focused on reducing demand, e.g. campaigns targeting potential users of sexual services provided by THB victims. They can be implemented **locally, nationally, internationally** and **in third countries** depending on the target audience.

Only one of the responding countries, namely **Sweden**, has experience of conducting campaigns in third countries which is explained by the fact that Sweden is a country of destination and transit.

*Within the framework of two twinning projects in the Western Balkans that **Sweden** is involved in, information campaigns are launched in order to inform potential migrants on the risks of irregular migration and the benefits or regular migration channels. There has also been some more explicit information campaigns directed towards sexual exploitation in trafficking under the title “don’t look away”.*

Countries of origin conduct campaigns targeting **their own nationals**.

*As **Latvia** can be characterized as the country of origin of the victims of human trafficking, most of the information campaigns on the risks of irregular migration and trafficking in human beings are targeted to Latvian nationals.*

Most of the campaigns mentioned in the countries’ responses were aimed to reach:

- victims of trafficking (**the Czech Republic, Moldova, Portugal, the Slovak Republic, Sweden**);
- potential victims of trafficking (**Armenia, Azerbaijan, Belarus, Bulgaria, the Czech Republic, Hungary, Latvia, Moldova, the Slovak Republic, Sweden, Ukraine**);
- irregular migrants (**Moldova, Sweden**);
- potential irregular migrants (**Azerbaijan, Bulgaria, Latvia, Moldova, Sweden, Ukraine**);
- (unaccompanied) minors from the above-mentioned categories (**Hungary, Ukraine**);
- minors living and working in the street (**Georgia**);
- youth, students (**Finland, Georgia**);
- asylum seekers (**Finland**);
- returning migrants (**Ukraine**);
- internally displaced persons (**Georgia**);
- rural population (**Georgia**);
- general public (**the Czech Republic, Finland, Georgia, Moldova, the Slovak Republic, Ukraine**).

One of the measures in this area can be establishment of well-publicized **telephone “hotlines”** in the states of origin, transit and destination, which would serve three purposes: to act as an independent source of advice and guidance to potential victims who may be considering job opportunities or other offers to go abroad; to act as a first point of contact providing access to a referral mechanism for victims of trafficking; and to facilitate the anonymous reporting of cases or suspected cases of trafficking.

*The classic example of such hotline is described by **Moldova**: several free telephone hotlines for victims of THB are in place, including La Strada Moldova’s THB hotline, where access to counselling, information and referral to other competent services is provided to trafficked persons, their relatives, other close persons or anybody who wants to report or needs support. Some of these hotlines are managed by state institutions, others by NGOs. The callers are informed of how they can benefit from*



assistance and protection from law enforcement bodies, social protection bodies, community social assistants, NGOs or other specialized entities.

The summarized information on awareness-raising campaigns is presented in [Annex VIII](#).

B. Cooperation and partnerships

Cooperation and partnerships among all actors working in the field are crucial to addressing THB. There were several high-profile events particularly focused on future work to **strengthen cooperation and partnerships**: one within the EU held in Brussels in 2012²², another international conference was organized at the Council of Europe's headquarters in Strasbourg marking the 10th anniversary of the opening for signature of the Convention on counter-trafficking.

Partnerships take place at different levels and also are cross-sectoral: between states, international organizations and civil society, media and private sector, medical staff, legal practitioners, judicial and law enforcement authorities, national coordinators etc. Answers to the questionnaire provided by the countries mirror this situation and show **a broad variety of partnership links** between different actors (see [Annex IX](#)).

Every country mentioned cooperation with NGOs which make a significant contribution to identifying and supporting victims of trafficking. In **Hungary** the **NGO Roundtable** has been complementing the work of the NRM since December 2011. The **Finnish** NGOs have also created their own anti-trafficking network where the governmental Anti-trafficking Coordinator participates.

*In **Latvia** there are several Agreements of Cooperation on assistance for persons suffered from human trafficking/Memorandum of Understanding between the governmental authorities and NGOs concluded. For instance, the State Police and the State Border Guard Service signed cooperation agreements with NGO "Shelter Safe House". These agreements provide for cooperation to fight human trafficking by provision of assistance for the victim of trafficking, social rehabilitation services, performing prevention measures, educational and informative activities, and protection of the victim of trafficking (both persons suffered from human trafficking, and witnesses).*

*In **Moldova** NGOs which are active in combating THB or provide assistance to victims of trafficking may take part in the meetings of the National Committee in an advisory role. Moreover, representatives of NGOs are invited to, and actively participate in, the meetings of the Technical Co-ordination Group of the Permanent Secretariat. NGOs also participate in the work of the Territorial Commissions and the Multidisciplinary Teams.*

Other types of cooperation described:

- **between the states:**

*Due to the fact that **Hungary** is a source and transit country of human trafficking in most cases the cooperation take place with destination countries like Austria, Germany, Belgium, the Netherlands, Switzerland, United Kingdom and Italy. Forms*

²² "EU Anti-Trafficking Day: working together to eradicate trafficking in human beings" http://europa.eu/rapid/press-release_IP-12-1106_en.htm.



of cooperation can be inter alia the joint implementation of projects, joint investigations, referral of victims etc.

- **between the states and international organizations:**

*According to article 25 of the Law of **Azerbaijan** on countering trafficking in human beings Azerbaijan cooperates with other states, their law enforcement authorities, and also international organizations countering THB based on the international agreements of which it is a party.*

- **between law enforcement authorities of different states:**

*The Republic of **Moldova's** international police and judicial cooperation in proceedings concerning THB offences is based on multilateral and bilateral agreements. Where there is no such agreement, legal co-operation follows the principle of reciprocity. Both the unit for combating THB within the General Prosecutors' Office and the CCTP co-operate with their counterparts, in particular in countries of destination, via various channels, including Interpol, Europol, the Southeast European Law Enforcement Centre (SELEC) and the EU Border Assistance Mission to the Republic of Moldova and Ukraine (EUBAM).*

- **between national actors at different levels – central and local:**

***Armenia** noted that close cooperation was set up between the main actors – police, the Ministry of Labor and NGOs at the central level – and their partners in the regions.*

- **between the members of the NRM:**

*In **Hungary** the national coordinator chairs the meeting of the NCM which is the main forum of cooperation of the relevant organizations in Hungary. Organizations involved in trafficking issues and combat against sex trafficking and forced labour are members of the National Coordination Mechanism. IOM and UNHCR also participate in the meetings as observers.*

Possible topics for discussion

How are information campaigns designed (defining the key message, the target audience, channels of communication)? What kinds of specialists are involved in their development?

Monitoring and evaluation of the campaigns' effectiveness.

Based on your practical experience where is the lack of partnership and cooperation observed?



Annexes

Annex I. Questionnaire distributed among the participating countries

1. Please briefly outline how your country has been affected by the migration crisis in terms of number of asylum seekers, transiting migrants and irregular border crossings. Please also name preparedness and response measures deployed by the government in this regard.
2. To what extent have you identified networks of smugglers and trafficking in human beings during the past year (including also those not related to the migration crisis) as part of the migration route to your country? Please name response measures deployed by the government in this regard.
3. What is the scale (number) of foreigners with irregular status of stay (persons without permission of stay when apprehended) identified as the victims of THB? If possible, please describe the general profile of such group (with respect to the nationality, gender, age).
4. Please, describe the general rules of the National Referral Mechanism of your country with a particular focus on agencies/institutions authorized to identify foreigners as victims of human trafficking officially.
5. How do you identify victims of trafficking in the asylum and return procedures? Please describe both pro-active and reactive measures. Does the fact that an asylum seeker is identified as a victim of trafficking affect the likelihood of obtaining a residence permit?
6. What kind of assistance is available to persons identified as victims of trafficking? Do they have access to compensation?
7. Does your country conduct any type of information campaign towards migrants on the risks of irregular migration and trafficking in human beings?
8. What forms of cooperation and partnership are in place in your country within and outside of the governmental structures for combatting trafficking in human beings and migrant smuggling?



Annex II. The effect of the migration crisis and preparedness and response measures

Country	Number of migrants and tendencies	National measures
Armenia	-	-
Azerbaijan	<ul style="list-style-type: none"> - increasing number of asylum seekers between 2012 and 2014 (2012: 108 applicants, 2013: 166, 2014: 399); - including Ukrainians seeking asylum because of the conflict in the Eastern part of the country; - decreasing number of Ukrainian and Pakistani asylum seekers in 2015 (2014: 69 and 123, 2015: 33 and 78) 	<ul style="list-style-type: none"> - registration of illegally staying Ukrainian citizens, - regularization of their status, - social protection of these persons
Belarus	<ul style="list-style-type: none"> - migratory situation is stable and controlled; - increased number of asylum seekers (2015: 1,246 – 43.5% more than in 2014, 978 Ukrainians); - new nationalities of asylum seekers: Iraqis and Yemenis; - increased number of illegal border crossings (2015: 21 group of 84 migrants, 2014: 11 groups of 44 migrants) 	<ul style="list-style-type: none"> - improvement of legislation, conclusion of readmission agreements; - strengthening control measures; - international cooperation; - staff trainings
Bulgaria	<ul style="list-style-type: none"> - increased number of asylum seekers (2013: 7,144, 2014: 11,081, 2015:20,391); - increased number of illegal border crossings (2013: 11,606, 2014: 10,115, 2015: 30,548) 	<ul style="list-style-type: none"> - construction of the engineering preventive facility along part of the border with Turkey; - strengthening capacity of the State Agency for Refugees; - additional police officers deployed along the southern border; - application for the EU financial assistance; - strengthening cooperation with Frontex, UNHCR, IOM, the Red Cross, EASO
Czech Republic	<ul style="list-style-type: none"> - increasing number of applications for international protection in 2015: 1525 which is 32% more than in 2014; - increasing number of illegal external border crossings in 2015: 240 investigated cases which is 33% more than in 2014 	-
Finland	<ul style="list-style-type: none"> - increasing number of asylum seekers (before 2015: 2,000-6,000 annually, 2015: 32,000); - illegal immigration to Finland was on a significant rise in 2015 (14,286 irregular migrants detected) 	<ul style="list-style-type: none"> - adoption of a special program for asylum policies aimed to prevent unmanaged flow of asylum seekers; - amending the national legislation to decrease the appeal of Finland as a potential country of destination; - strengthening the integrated border management; - increasing the effectivity of asylum procedures; - enhancing cooperation with the countries of origin and transfer
Georgia	<ul style="list-style-type: none"> - increasing number of illegal border crossings (2013: 89, 2014: 126, 2015+2016: 133) 	<ul style="list-style-type: none"> - adoption in September 2015 of “The Civil Security Action Plan” including emergency management of sudden flows of refugees; - adoption of the framework and methodology for the management of accumulated backlog of asylum applications;



		- development of the unified migration risk analysis system
Hungary	<ul style="list-style-type: none"> - in 2015 the biggest migration pressure in its history; - 391,384 persons apprehended for illegal border crossing in 2015 (in 2014: 56,065); - 177,135 asylum applications in 2015 	<ul style="list-style-type: none"> - closure of the Hungarian-Serbian and Hungarian-Croatian green borders; - provision of border protection and expert assistance to the neighboring countries (Serbia, Macedonia, Slovenia), Frontex and EASO; - provision of humanitarian assistance to the countries of origin
Latvia	<ul style="list-style-type: none"> - comparatively low migration pressure; - decreasing number of asylum seekers (2015: 335 applicants, 2014: 373), particularly Georgians and Syrians (2015: 29 and 6, 2014: 171 and 31); - 463 persons apprehended for illegal border crossing of the green border; - >1,000 irregular migrants detected (2014: 700) 	<ul style="list-style-type: none"> - adoption in December 2015 by the Government of the Action Plan on reception of asylum seekers and refugees; - construction of a fence at the border with the RF
Lithuania	<ul style="list-style-type: none"> - the lowest number of asylum applications in recent years, <300 in 2015 (Jan-Feb 2016: 17); - mainly a transit country for economic migrants, predominantly Vietnamese; - 256 persons were detained for illegal border crossing, 431 for irregular stay 	<ul style="list-style-type: none"> - introduction of preventive criminal intelligence and migration control measures; - boosting cooperation between Lithuania and its neighboring countries; - conducting the civil protection exercise “Mass Influx of Aliens”; - revision of the State Border Guard Service’s Emergency Management Plan
Moldova	<ul style="list-style-type: none"> - the crisis did not affect the country; - increasing number of violations of the rules of stay between 2012 and 2015 (2012: 1021, 2013: 1167, 2014: 2639, 2015: 3017); - increasing number of asylum seekers between 2011 and 2015 (2011: 72, 2012: 177, 2013: 163, 2014: 245, 2015: 273); - increasing number of illegal border crossings (2014: 100, 2015: 115) 	-
Portugal	<ul style="list-style-type: none"> - no influx of irregular migrants and asylum seekers; - relocation and resettlement activities conducted 	-
Slovak Republic	<ul style="list-style-type: none"> - increase of irregular migrants (2014: 1,304, 2015: 2,535 - highest since accession to Schengen); - mostly intra-Schengen migration from Hungary towards Germany, Sweden; - number of asylum seekers remains stable (330 applications) 	<ul style="list-style-type: none"> - assistance to countries most affected by the influx of irregular migrants (Hungary, Slovenia, Macedonia); - participation in the Frontex’ operations; - exercises on border monitoring and managing migration flows
Sweden	<ul style="list-style-type: none"> - increase of migrants transiting to the neighboring countries; - in 2015 164,000 asylum seekers registered; - in 2016 on average 500 asylum applications weekly 	<ul style="list-style-type: none"> - reintroduction of border control at the internal borders in Nov 2015; - reintroduction of ID checks for travelers from Denmark in Jan 2016
Ukraine	<ul style="list-style-type: none"> - the Eastern migratory route crossing the country is not threatening; - increasing number of persons apprehended for illegal border crossing towards the EU (2014: 	-



	938, 2015: 1,800); - increasing number of potential irregular migrants denied entry (2014: 9,125, 2015: 13,700)	
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Annex III. Detection of criminal networks and response measures

Country	Number of crimes, victims and tendencies	National measures
Armenia	-	-
Azerbaijan	- 109 crimes related to THB detected in 2015	- conducting monitoring and checks; - elimination of causes contributing to THB; - strengthening control over labor migration
Belarus	- 16 outbound channels were eliminated in 2015: 12 to Russia (33 VoTs), 2 to Turkey (7 VoTs), 1 to Cyprus (2 VoTs), 1 to the UAE (2 VoTs)	-
Bulgaria	- majority of irregular migrants used services of the international organized criminal groups; - among services provided by the groups: recruitment, transportation, illegal border crossing, procurement of forged or look-a-like documents, accommodation	- amendment of the Criminal Code (longer imprisonment and increased pecuniary penalties for smuggling; introduction of qualified crime: by an official and by a group); - amendment of the legislation regarding investigative functions of the Chief Directorate on Combating Organized Crimes of the MoI in the sphere of smuggling
Czech Republic	- data for 2015 has not been finalized; - 20 crimes related to THB detected in 2014	-
Finland	- the criminality that relates to irregular immigration has been on the rise; - citizens of Afghanistan, Iraq, India, Pakistan, Syria, Finland and Sweden among suspected facilitators	-
Georgia	- number of investigations, prosecutions and convictions increased in 2015 comparing to 2012 (investigations by 70%, prosecutions fivefold, convictions threefold)	- amendment of the Criminal Code (to encourage reporting of THB, ensuring security of witnesses); - adoption of Standard Operation Procedures and Guidelines for law enforcement agencies; - establishment of new structures under the MIA and the Ministry of Labor for better detection and investigation and for carrying out inspections
Hungary	- no victims of THB in Hungary in connection to the migration crisis; - 1,177 persons apprehended for smuggling of migrants in 2015	- amendment of the Criminal Code and the Criminal Procedure Code (increased sanctions against smugglers, new criminal offences of damaging the border fence and its illicit crossing)
Latvia	- no cases of THB in 2015; - 87 persons apprehended for smuggling of migrants in 2015 (2014: 19); - involvement of the Mobile Organized Criminal groups in smuggling of migrants was detected	- cooperation between the national authorities on combatting possible THB; - amendment of the Criminal Law initiated (new qualifying indications and increased penalties for offenses related to smuggling of migrants)
Lithuania	- activities of two networks committing smuggling of migrants were disrupted in the country in 2015	- enhancement of criminal intelligence activities by the SBGS and increasing border surveillance efficiency
Moldova	- activities of four organized criminal groups specializing in THB, pandering and irregular migration were disrupted in the country in 2015	-



	(25 suspects, 10 were arrested, 9 victims of THB, 13 sex workers)	
Portugal	- 27 networks discovered (still under investigation)	- 3rd National Plan against THB (2014-2017) approved
Slovak Republic	- cooperation between international and domestic smuggling groups; - smugglers do not cross the border themselves; - foreign nationals residing in the country also facilitate illegal migration;	-
Sweden	-	-
Ukraine	- no applications from TCNs regarding THB in 2015; - in 2012-2014 6 TCNs were recognized as victims of THB	- risk analysis



Annex IV. Irregular migrants identified as victims of THB and their generalizes profile

Country	Number of identified victims	Victims' profile
Armenia	-	-
Azerbaijan	- 7 foreign victims of THB in 2015	- 5 citizens of Uzbekistan (all females), 1 Turkmenistan (male), 1 the RF (male)
Belarus	- no victims of THB among TCNs in 2015	-
Bulgaria	no victims of THB among TCNs in 2015	-
Czech Republic	- 4 reflection periods granted in 2015 - 6 residence permits granted in 2015	- 3 adults, 1 minor - 2 citizens of the Czech Republic (incl. 1 minor), 1 Slovakia, 1 Ukraine
Finland	- 75 new proposals for assistance, 70% positive decisions	-
Georgia	- 7 foreign victims of THB in 2015	- 6 citizens of Uzbekistan (female), 1 Tajikistan - age from 22 to 30 y.o.
Hungary	- no victims of THB among TCNs in 2015	-
Latvia	- no victims of THB among TCNs in 2015	-
Lithuania	- no victims of THB among TCNs in 2015	-
Moldova	- 14 foreign victims of THB in 2015	- all German nationals; - all minors between 13 and 17 y.o.; - 5 girls, 9 boys
Portugal	- 15 victims of THB among TCNs with irregular status in 2015	- 5 citizens of Brazil (males), 3 Nigeria (males), 2 Pakistan (males), 2 Angola (females, minors 14 and 15 y.o.), 1 South Africa (male), 1 Mozambique and China (females) - 2 minors, 13 adults of 18-29, 41 y.o.
Slovak Republic	- no victims of THB among TCNs in 2015	-
Sweden	- 180 cases of human trafficking reported by the Police in 2015	- 58 for sexual exploitation; - 21 for forced labor (17 adults, 4 minors); - 55 for begging (50 adults, 5 minors); - 1 minor for war service; - 45 for other purposes (25 adults, 20 minors)
Ukraine	- no victims of THB among TCNs in 2015	-



Annex V. National Referral Mechanisms and identification functions

Country	Victims of trafficking identification mechanisms
Armenia	At the Ministry of Labor and Social Issues a special identification commission is established. It includes members from the Ministry of Labor, prosecutor's office, police and two NGOs. This commission makes decisions on whether a person (either a citizen of Armenia or a foreign national) can be recognized as victim of THB.
Azerbaijan	An interinstitutional commission that ensures functioning of the National Referral Mechanism is established. It includes the Office of the Prosecutor General and 13 central executive bodies. Making decisions on whether a person can be recognized as victim of THB is within the investigator's powers.
Belarus	Identification is carried out by the state authorities, IOs and NGOs.
Bulgaria	The National Commission for Combatting THB is established as a collective body comprising of 12 ministries and governmental agencies. The identification could be informal: self-identification of victims and one performed by officers and employees of all the different institutions and organizations who have first contact with the victim. Formal identification is performed by the pre-trial proceedings bodies and aims at starting the investigation process.
Czech Republic	The main coordinator is the Ministry of Interior. Security Policy Department of the Ministry is responsible to perform the function of "National Rapporteur" who has the task to monitor and analyze the situation. The Ministry also implements the Program of Support and Protection of victims of trafficking that offers trafficked persons health, social and legal assistance, as well as accommodation and ensures return to their country of origin.
Finland	Victims and presumed victims of THB are referred to the Joutseno Reception Centre in order for a decision to be made concerning admission to the assistance system. Motions for acceptance into the assistance system can be filed by an official, a service provider or an individual victim, but in all cases the victim's consent is required.
Georgia	Georgian law differentiates status of victim of trafficking and status of statutory victim of trafficking. The former is granted to a person by the Permanent Group of THB Council within 48 hours based on the questionnaires of a mobile group, while the latter is granted by law enforcement authorities in accordance with the Criminal Procedure Code.
Hungary	In case of third country nationals it is the Office of Immigration and Nationality which is authorised to identify victims of human trafficking.
Latvia	Multi-disciplinary commission of specialists (social worker, psychologist, lawyer, representative of the State Police and other specialists if necessary) assesses person's compliance with the criteria of a victim of THB determined in national law or in a statement of a foreign law enforcement authority translated into Latvian that criminal proceedings have been initiated or other actions are performed, which may be the grounds for the commission to take a decision that the person complies with the criteria of a victim of the trafficking in human beings.
Lithuania	According to the recommendations on identification of victims of THB, pre-trial investigation and inter-agency cooperation, jointly approved by the Attorney General, the Minister of the Interior and the Minister of Social Security and Labour, the State Border Guard Service's officers shall identify possible victims of THB. Several NGOs and IOs signed a declaration by which they agreed to follow the Recommendations in their activities.
Moldova	The National Coordination Unit of the National Referral System is established within the Ministry of Labor, Social Protection and Family. It consists of one staff member whose salary is paid by IOM. The NRS has been established across the country, with multidisciplinary teams at all administrative levels. Several free telephone hotlines for victims of THB are in place, some are managed by the state institutions, others by NGOs, where access to counselling, information and referral to other competent services is provided.
Portugal	See the scheme of the NRM in the matrix compilation.
Slovak Republic	The NRM consists of the National coordinator - state secretary of the Ministry of Interior, information centre for combating THB and crime prevention, expert group in the field of combating THB, multidisciplinary working group focused on combating THB, office of international



	<p>police cooperation - Europol national unit, Criminal Police Office, Border and Alien Police, Migration Office, FRONTEX Unit, three NGOs.</p>
Sweden	<p>The task to identify victims of trafficking is organized on one central and six regional coordinators within the Swedish Migration Agency. At the local units there are THB contact persons. A central point within this work is increasing the knowledge about THB among the staff through information and training activities.</p> <p>Any entity within the state authorities and non-governmental organisations, as well as those from abroad can initiate identification of a potential victim of human trafficking.</p>
Ukraine	<p>A mechanism of interinstitutional cooperation is established. It includes the National Police, the Ministry of Education and Science, the Ministry of Healthcare, the Ministry of Foreign Affairs, the Administration of the State Border Guard Service, the State Migration Service and other agencies.</p> <p>A relevant department of the local state administration and its designated staff are responsible for ensuring cooperation.</p>



Annex VI. Identification of trafficked persons including among asylum seekers and irregular migrants facing forced return

Country	Identification of victims of trafficking in the asylum and return procedures
Armenia	Detection and identification of potential victims of THB are carried out by all those officials who, according to their functions, directly interact with people (either at the border, or police departments, or social institutions) and carry out profiling. Further, a potential victim is referred to the police or the Ministry of Labor – depending on which service accepted the probable victim first.
Azerbaijan	For identifying victims of THB within the asylum procedures both proactive and reactive measures are applied. In case when a (probable) victim of THB is identified his/her application is processed and a person is urgently (within 24 hours) transferred to the special police department. It is strictly prohibited to transfer (probable) victims of THB to any other police departments or other law enforcement authorities.
Belarus	Detection of victims of THB among all the categories of population is conducted by the law enforcement authorities within their official activities.
Bulgaria	Potential victims of trafficking in asylum and return procedures or migrants/people on the move could be identified by employees of the State Agency for Refugees, the General Directorate “Border police” and the Directorate “Migration” at the MoI. Also any other professionals working with such groups of migrants, including NGOs or international organizations like UNHCR.
Czech Republic	There are specific questions aimed at getting relevant information and responsible staff is trained.
Finland	In relation to the identification of victims of THB among asylum seekers, the competent body to decide upon asylum claims is the Finnish Immigration Service. From July 2012 to June 2014, the Immigration Service and the Joutseno and Oulu Reception Centres implemented a project to develop the system of services for vulnerable asylum seekers (Hapke Project), in which the target group included victims of THB.
Georgia	Georgian law enforcement agencies acknowledge close link between the migrant smuggling and human trafficking, therefore identification measures of THB cases are actively and proactively used also among the migrants, including irregular ones. Governmental agencies follow the detailed instructions provided under the NRM.
Hungary	Identification of alleged victims is possible on the one hand based on the asylum hearings and on the other hand based on the signalisation of social workers and care providers of the reception centres. Alleged victims of human trafficking are not automatically recognized as refugees but the asylum authority evaluates this circumstance as persecution and serious harm.
Latvia	An asylum seeker is interviewed in order to allow competent authorities to get information relevant for making a decision on granting or rejecting international protection to an applicant. During the interview an asylum seeker can provide any information which is related to asylum grounds, vulnerability, special procedural needs etc. There is common methodology developed and used for identification of victims of human trafficking during the border checks, interviews, as well as in the asylum procedure and return procedure.
Lithuania	The first contact asylum seekers have with law enforcement agencies, which are responsible for initial registration of asylum applications. These are the same agencies that are responsible for identification and investigation of human trafficking cases, thus there is no specific “follow-up” investigation procedure in this regard in the framework of asylum procedure, carried out by the separate institution – the Migration department under the Ministry of Interior. However, when the fact that an asylum seeker might be a victim of human trafficking becomes apparent only during asylum procedures, the Migration department may forward this information to respective law enforcement agencies for investigation.
Moldova	Guidelines on identification of (potential) victims of THB provide methodology for the central and local authorities, NGOs and service providers on how to identify (potential) victims of THB and stipulate interinstitutional cooperation procedures. The MIA approved guidelines on investigating offences of THB, which also include rules of identifying trafficking victims and risk profiles for the most frequently identified categories of victims (sexual and labor exploitation, forced begging).
Portugal	If, based on migrants’ statements or on the basis of information collected in individual cases it



	becomes obvious that the travel routes of asylum seekers and illegal immigration coincide and that they were brought by agents then special attention is given to those cases and they are referred to a relevant department within the Immigration and Borders Service.
Slovak Republic	Methodology tool focused on the procedure used by all involved entities when providing help to victims of human trafficking with special focus on human trafficking involving foreign nationals as well as in case of children victims of human trafficking was approved in 2011. It fully applies to identification of VoTs among asylum seekers. Practical measures to identify victims of THB between foreign unaccompanied minor asylum seekers include a specifically made interview in the presence of a court-appointed tutor.
Sweden	The SMA is a key actor in identifying victims of trafficking in the asylum and return processes. When suspicion has been made the SMA should inform law enforcement and supporting authorities, in order for police and social services to be alerted as early as possible in the process.
Ukraine	In case when victim of THB is a foreign national or a stateless person a responsible authority informs the local department of the State Migration Service within two days after the application. If the applicant lacks identity documents the State Migration Service sends an inquiry to the country of origin and informs the responsible authority about the results.



Annex VII: Assistance available to victims of trafficking including compensation

Country	Types of assistance	Access to compensation
Armenia	<ul style="list-style-type: none"> - initial assistance for everyone; - secondary assistance, incl. medical, legal, social-psychological assistance, interpretation etc. 	Yes
Azerbaijan	<ul style="list-style-type: none"> - financial assistance; - legal aid; - psychological, medical, professional rehabilitation; - assistance with continuation of education; - assistance with employment; - assistance with accommodation 	Yes (by a court decision)
Belarus	<ul style="list-style-type: none"> - ensuring safety; - social protection and rehabilitation; - suspension of deportation; - consular assistance; - temporary shelter and food; - legal aid; - medical and psychological aid; - finding the family of a minor VoT or his/her placement to a foster family or an orphanage; - assistance with employment; - financial assistance 	-
Bulgaria	<ul style="list-style-type: none"> - shelter (incl. separately for women and minors); - psycho-social assistance; - legal aid; - medical aid; - educational assistance; - empowerment programmes 	Yes (in criminal proceedings or in separate civil court proceedings and from the state)
Czech Republic	<ul style="list-style-type: none"> - social and psychological assistance; - protected accommodation; - translation services; - reintegration assistance including training and job training or retraining; - voluntary return assistance 	-
Finland	<ul style="list-style-type: none"> - legal advice; - emergency aid (including therapy); - social services; - health care; - translation and interpretation services; - accommodation; - reception allowance or income support; - assisted voluntary return 	Yes (in criminal proceedings or in separate civil court proceedings and from the state)
Georgia	<ul style="list-style-type: none"> - legal consultation and court representation; - medical and psychological assistance; - shelter; - rehabilitation and reintegration programs; - education for minors; - one-off compensation; - voluntary return assistance 	Yes (through court proceedings from the perpetrator except from the one-off compensation from the state)
Hungary	<ul style="list-style-type: none"> - certificate of temporary stay/residence permit; - accommodation; - medical services; - meals at educational institutions; 	-



	<ul style="list-style-type: none"> - one-off moving allowance; - school aid; - rental support; - financial support for leaving the country permanently; - covering the costs of a pre-employment medical examination and aptitude test, and the costs of translation of documents in proof of vocational training 	
Latvia	<ul style="list-style-type: none"> - social rehabilitation services; - safe accommodation; - consultations with a psychologist, a lawyer and other specialists; - medical aid; - vocational training and education; - special procedural protection for a victim in criminal proceeding 	Yes (for victims recognized by criminal proceeding)
Lithuania	Necessary assistance (e.g. medical aid)	-
Moldova	<ul style="list-style-type: none"> - temporary accommodation (from 30 days to 6 months); - social, legal and medical assistance; - psychological counselling 	Yes (by a court decision)
Portugal	-	Yes (from a perpetrator within criminal proceedings or from the state)
Slovak Republic	<ul style="list-style-type: none"> - isolation from the criminal environment; - legalization of residence in the Slovak Republic for aliens; - assistance for voluntary return to the Slovak Republic or for aliens to the country of origin; - financial support; - social assistance; - psycho-social counselling; - legal advice; - translation/interpretation; - healthcare; - re-qualification courses 	Yes (within the criminal proceedings)
Sweden	- temporary residence permit	-
Ukraine	<ul style="list-style-type: none"> - access to information regarding his/her rights; - medical, psychological, social, legal and other necessary assistance; - temporary accommodation; - assistance with employment, education and professional training; - services of an interpreter; - temporary/permanent residence permit; - one-off allowance 	-



Annex VIII: Information and awareness raising campaigns

Country	Information campaigns	Target audience
Armenia	Several campaigns inside the country	Potential victims of THB
Azerbaijan	State authorities through media inside the country	Potential irregular migrants and victims of THB
Belarus	State authorities, several campaigns inside the country	Potential victims of THB
Bulgaria	State authorities and NGOs are planning an information campaign for 2016	Potential victims of THB and potential irregular migrants
Czech Republic	State authorities and NGOs, several campaigns inside the country	Actual and potential victims of THB, general public
Finland	State authorities, IOM, several campaigns inside the country	General public, groups of risk including asylum seekers, young people
Georgia	State authorities, other governmental entities, NGOs, several campaigns inside the country	Migrants (own national and foreigners), pupils, students, children living and working in the street, minorities, internally displaced persons, rural population, potential users of services of victims of THB, general public
Hungary	Several campaigns inside the country	Potential victims of THB including unaccompanied minors
Latvia	Several campaigns inside the country	Potential irregular migrants and victims of THB
Lithuania	N/A	N/A
Moldova	State authorities, NGOs and IOs, several campaigns inside the country	Actual and potential irregular migrants and victims of THB, general public
Portugal	State authorities, national campaign inside the country	Victims of labour exploitation
Slovak Republic	State authorities, NGOs, several campaigns inside the country	General public, actual and potential victims of THB, employers, Roma community
Sweden	Several campaigns outside the country	Actual and potential irregular migrants and victims of THB
Ukraine	State authorities, NGOs and IOs, several campaigns inside the country	Potential irregular migrants and victims of THB, exploited minors, returning migrants, general public



Annex IX: Cooperation and partnerships

Country	Forms of cooperation and partnerships
Armenia	<ul style="list-style-type: none"> - between main actors (police, the Ministry of Labor and NGOs) at the central level; - between them and their partners in the regions
Azerbaijan	<ul style="list-style-type: none"> - between the state authorities and NGOs; - between Azerbaijan and other states, their law enforcement agencies, IOs; - between the national law enforcement agencies (information and best practices exchange); - working group on improvement of the legislation on countering THB
Belarus	<ul style="list-style-type: none"> - coordinated activities of the law enforcement agencies at national, regional and district level; - between the relevant ministries and NGOs regarding identification of VoTs; - within the multidisciplinary groups (local authorities, NGOs and IOM)
Bulgaria	<ul style="list-style-type: none"> - within the expert working group supporting the National Commission on Countering THB; - between the Commission and UNICEF, UNHCR, CoE (GRETA), IOM, ICMPD, OSCE; - between the Commission and the EU informal network of national reporters or equivalent mechanisms within the office of the EU Anti-trafficking Coordinator - between the relevant government agencies and NGOs
Czech Republic	<ul style="list-style-type: none"> - strategical issues: cooperation platform group where all relevant governmental and non-governmental partners including Police participate; - practical issues regarding particular cases: the Ministry of Interior and particular NGO concerned
Finland	<ul style="list-style-type: none"> - between the governmental authorities within the Ministerial working group on internal security and administration of justice etc; - between NGOs within their own anti-trafficking network; - between NGOs and Anti-trafficking Coordinator; - between these structures and their foreign counterparts, including international organizations; - law enforcement authorities through a national expert network specialised in combating illegal immigration and THB
Georgia	<ul style="list-style-type: none"> - between the authorities, international organizations and NGOs; - between Georgia and partner states; - between law enforcement agencies and their foreign counterparts including through police attachés abroad
Hungary	<ul style="list-style-type: none"> - within the National Coordination Mechanism and between the NCM and IOM and UNHCR; - between the state authorities and NGOs and IOs; - between the Hungarian law enforcement authorities and those of the neighboring countries (Dutch and Austrian) and EUROPOL; - between the MoI and third countries (Azerbaijan, Montenegro, Jordan); - between the different levels and institutions within the Hungarian Police and between the Police and the Prosecutor Service
Latvia	<ul style="list-style-type: none"> - between the state authorities at central and local levels and NGOs; - interinstitutional working group to ensure exchange of information and coordinated actions
Lithuania	<ul style="list-style-type: none"> - between the SBGS and other national law enforcement authorities; - between the SBGS and border guard services of the neighbouring countries (Belarus, Latvia, Poland) in form of joint operations and exchange of information; - between the SBGS and other government agencies and NGOs (on countering THB)
Moldova	<ul style="list-style-type: none"> - between Moldova and EU MS, EU institutions, Eurojust, EUROPOL, EUBAM, Interpol; - international police and judicial cooperation; - participation in international fora; - between the state authorities and NGOs
Portugal	<ul style="list-style-type: none"> - within a Working Group (all competent ministries and three NGOs)
Slovak Republic	<ul style="list-style-type: none"> - within the Expert Group in the Field of Combating Human Trafficking (all competent ministries and IOM); - between the relevant ministries and police;



	<ul style="list-style-type: none"> - between the police and its foreign counterparts, Europol, Interpol, within the joint investigation teams; - judicial cooperation in criminal matters with foreign countries; - with IOs: IOM, ICMPD, CoE (GRETA);
Sweden	<ul style="list-style-type: none"> - National Task Force against prostitution and human trafficking (NMT) under the leadership of the County Administrative Board of Stockholm; the NMT also includes the Police, the Public Prosecutor, the Swedish Migration Agency and representatives from the municipal social services; - between the state authorities and NGOs
Ukraine	<ul style="list-style-type: none"> - between the actors of the NRM

